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POLICY REVIEW

UNICEF AND THE OPERATIONAL ACTIVITIES OF THE UNITED NATIONS SYSTEM: AN UPDATE FOR 1990

SUMMARY

The present paper responds to the request of the 1989 Executive Board for a report on the implementation of General Assembly resolution 42/196 concerning UNICEF participation in the United Nations operational activities for development (decision 1989/14, E/ICEF/1989/12).

Chapter I summerizes the background to the present report, followed by a discussion of some of the major trends in operational activities in 1989 - both within and outside the United Nations system - in chapter II. Chapters III and IV review UNICEF collaboration in specific programme sectors and mechanisms, especially the Consultative Committee on Substantive Questions (Operations) of the Administrative Committee on Co-ordination and the Joint Consultative Group on Policy (JCGP). Chapter V reviews the results that are most relevant to UNICEF of the General Assembly review of operational activities, as well as the UNICEF response to date, including supporting the triennial process, strengthening national co-ordination and goal-setting capacities and supporting national objectives, the resident co-ordinator system, JCGP and common premises and services. Specific recommendations regarding future UNICEF actions are contained in chapter VI.

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CONTENTS

		Paragraphs	Page
I.	BACKGROUND	1 - 5	3
II.	POLICY TRENDS IN OPERATIONAL ACTIVITIES IN 1989	6 - 11	4
III.	RECENT INITIATIVES IN SPECIFIC SECTORS	12 - 25	5
	A. Health and child survival	13 - 19	5
	B. Water supply and sanitation	20	7
	C. Nutrition	21	7
	D. Education	22	8
	E. Emergencies	23	8
	F. Women's concerns	24	8
	G. Environment	25	9
IV.	INTER-AGENCY MECHANISMS	26 - 37	9
	A. Consultative Committee on Substantive Questions (Operations)	26 - 29	9
	B. Joint Consultative Group on Policy	30 - 37	10
V.	TRIENNIAL REVIEW OF OPERATIONAL ACTIVITIES AND GENERAL ASSEMBLY RESOLUTION 44/211	38 - 60	11
	A. Human dimension in development	41 - 42	12
	B. Government efforts to establish and achieve priorities	43 - 44	12
	C. Adapting the United Nations system	45 - 60	13
VI.	RECOMMENDATIONS	61	16

I. BACKGROUND

1. At its 1989 session, the Executive Board reviewed a comprehensive policy paper on the UNICEF approach to collaboration within the United Nations system ("UNICEF and the United Nations system: an agenda for inter-agency action", E/ICEF/1989/L.8). The paper began with an analysis of UNICEF collaboration in the areas of health, nutrition, water supply and sanitation, adjustment and basic education, and then went on to discuss the UNICEF approach to major inter-agency mechanisms including the resident co-ordinator system, the Administrative Committee on Co-ordination machinery, the Joint Consultative Group on Policy (JCGP) and mechanisms for establishing international development strategies. In each section of the paper, specific recommendations were made for both UNICEF and the United Nations system as a whole.

2. The Executive Director also shared with the Executive Board his executive directive sent to all senior headquarters and field staff, which stressed enhancing the role of UNICEF in support of the United Nations system (CF/EXD-1988-2926 of 29 November 1988).

3. Following the debate on the paper, the Executive Board adopted decision 1989/14 (E/ICEF/1989/12) in which, inter alia, it welcomed the "practical evidence of UNICEF efforts and initiatives with respect to inter-agency co-operation". The Executive Board also requested the Executive Director to continue to participate fully in the implementation of General Assembly resolution 42/196, as well as the 1989 triennial policy review of the operational activities for the development of the United Nations system. The Board also stressed the importance of collaboration in supporting national objectives and programmes, intensifying the work of JCGP, strengthening the resident co-ordinator system and supporting moves to common premises and services. The Executive Board further requested the Executive Director to report on the implementation of decision 1989/14 at the 1990 session.

4. The present report provides the Executive Board with information on developments since the 1989 Board session, especially the results of the triennial policy review. Most of the information regarding the implementation of decision 1989/14 is included in chapter V of the present report. UNICEF has responded as follows to the operative paragraphs of the decision: strengthening national co-ordination and goal-setting capacities (para. 3 of the decision); and supporting the triennial process (para. 4), national objectives (para. 5), JCGP (para. 6), the resident co-ordinator system (para. 7) and common premises and services (para. 8).

5. This update paper is limited in scope and should be read along with document E/ICEF/1989/L.8 in order to provide a comprehensive picture of the UNICEF policy approach and its many collaborative activities. While both papers focus on policy issues, the majority of UNICEF inter-agency collaboration is of a country-specific or region-specific nature, as UNICEF field staff seek to enhance effectiveness through collaboration with others. Therefore, the regional and country reports submitted to the Executive Board at its 1989 session, and those being submitted to the present session, will provide fuller details of UNICEF country-level and sectoral experience in this area.

II. POLICY TRENDS IN OPERATIONAL ACTIVITIES IN 1989

6. The content, form and effectiveness of the United Nations system's operational activities have always been closely influenced by the overall development climate. The policy paper submitted to the Executive Board at its 1989 session (E/ICEF/1989/L.8) traced those trends, in particular how, in the expansive 1960s and much of the 1970s, there was a reliance on formal planning mechanisms to direct development, with external aid co-ordinated through centralized co-ordination mechanisms. The crises of the 1980s greatly undermined the very mechanisms upon which operational activities depended. International strategies and national plans could no longer serve as "frames of reference" in the highly unstable climate; national priorities and budgets had to be rapidly changed in accordance with adjustment criteria without the ability to take adequate account of the impact on development; and the traditional mechanisms of operational activities, such as the "project approach" and the focus on "technical assistance", proved to be not entirely suitable. Within the United Nations, discussions of operational activities became increasingly limited to internal administrative questions, as the focus of policy discussions shifted to institutions specializing in economic and financial adjustment, in particular the Bretton Woods institutions.

7. The past few years have seen a certain modification in those trends, both in the international community and within the United Nations. These are clear signs of emerging consenses on a number of key actions. There is now considerable agreement on the need to go beyond the priorities of short-term stabilization and adjustment in order to define and achieve long-term development goals, including an emphasis on the human dimension, and to make these goals a focus of policy and financial support. Operational activities have an important role in this effort - both in helping to define the goals and in using them to mould the efforts of the United Nations system. This direction has now been well recognized in a broad range of international forums, including the Bretton Woods institutions and their governing bodies, as well as a wide range of United Nations institutions.

8. As a result, at the international level, there is increased action under way to define goals and strategies around which international support, including operational activities, should be mobilized. Such internationally agreed-upon priorities, enjoying full consensus and widespread support, serve as important building blocks in the construction of a framework for operational activities that is concerted, effective and adequately funded. Examples include the work on the international development strategy, the special session of the General Assembly, as well as the broad range of regional and thematic efforts discussed in last year's report. However, since that time, there has been a pronounced trend as such initiatives have clearly broadened and deepened.

9. In short, since last year, there have been a considerable number of initiatives to help define international priorities that could form the framework for operational activities. However, it should also be noted that most of those initiatives are still under way. Above all, considerable efforts will be needed in the coming period to ensure that the results represent ambitious, achievable strategies that indeed fully mobilize operational support in a more concerted, effective fashion.

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10. Greater emphasis on the absolute priority of response and support to national efforts to define and achieve goals and strategies is another prominent trend. In some countries, the near-collapse of development planning efforts during the crises of the 1980s has highlighted the limitations of the more traditional methodologies, although many signs could be discerned earlier. The resultant gap has made it extremely difficult for some Governments to mobilize effectively and to target domestic and external resources in a sustained, coherent manner. For the operational activities of the United Nations system (and most other external sources), the constraints on effective planning efforts have removed key mainstays for their own internal programming efforts, for ensuring that their resources are well absorbed and for assuring co-ordination with other external sources. Fortunately, current attempts to restore a capacity to set and achieve long-term development goals have gone beyond simply reviving the "pre-adjustment crises"-type development plan. There is an increased awareness of the need to modify this approach by, for example, drawing more upon both governmental and non-governmental groups and resources. This is due partly to the clearer limitations of central government-focused development plans, and partly to the new awareness of the importance of non-governmental resources particularly at the community and family level, in addition to the greatly enhanced means for social mobilization. In a similar vein, there is increased awareness of the need to link annual operational budget resources more effectively with national plans and of the recognition of the "human factor" and "management" skills.

11. United Nations operational activities are giving increased priority to supporting efforts by national Governments, while at the same time, refining the ways in which the results of these national priority-setting efforts are used to guide their own efforts. This direction was particularly emphasized by the General Assembly in its last triennial policy review (see chap. V). At the same time, progress in these directions cannot be seen to be as advanced overall as in the question of setting international goals. In addition, the role of the United Nations system and the role of operational activities are less well defined. A number of efforts might either be accelerated or initiated, and a number of specific examples are provided below.

III. RECENT INITIATIVES IN SPECIFIC SECTORS

12. Last year's report provided a comprehensive overview of UNICEF collaboration at the country-level and in specific sectors. Most of those efforts have continued. In addition, there have been a number of promising developments, the highlights of which are briefly reviewed below. In many cases, these developments are discussed at greater length in other documents before the Board, including the report of the Executive Director (E/ICEF/1990/2), the medium-term plan (E/ICEF/1990/3), programme policy papers, regional progress reports (E/ICEF/1990/5-E/ICEF/1990/10) and country programme recommendations.

A. Health and child survival

13. The far-ranging collaborative efforts in health cover every country and regional office, as well as headquarters' links. There continue to be very strong

links with the World Health Organization (WHO) as illustrated by the WHO/UNICEF inter-secretariat meeting held in early 1990 in preparation for the WHO/UNICEF Joint Committee on Health Policy. There is now a United Nations Educational, Scientific and Cultural Organization (UNESCO)/UNICEF joint committee, and both committees are unique in the United Nations system. The 1990 meeting made a number of specific recommendations regarding common goals (notably on the reduction of infant, child and maternal mortality, safe motherhood, nutrition, the expanded programme on immunization, the control of diarrhoeal diseases, acute respiratory infections, water and sanitation and the control of guinea worm); policy approaches on adjustment issues; specific additional action steps dealing with malaria, meningitis, yellow fever and the promotion of Facts for Life; and a review of ongoing collaboration in the Bamako Initiative, acquired immunodeficiency syndrome (AIDS) and drug and tobacco abuse.

14. Another important mechanism for collaborative initiatives has been the successful work of the Bellagio Group, including the Task Force for Child Survival, which is composed of major bilateral donors, a representative group of recipients and the principal multilateral organizations involved in immunization and other child survival efforts. Similarily, one of the most valuable contributions to promoting internal UNICEF collaboration in the health sphere has been the establishment of clear, precisely defined goals that were established jointly by WHO and UNICEF. UNICEF experience in using such goals as common objectives, around which collaborative efforts are then moulded, has been highly effective and may be worth replicating in other sectors.

15. Collaborative efforts on the Bamako Initiative has also been a high priority and is described in detail in this year's progress report (E/ICEF/1990/L.3). In addition to ongoing contacts with WHO at headquarters and regional levels, there is now extensive and detailed collaborative work at the country level, where joint participation in national primary health care committees is common. In addition, there is almost continuous contact with the World Bank and non-governmental organizations (NGOs). Of note in 1989 were two conferences on community financing (in Paris and Freetown) where African health experts, academics, bilateral agencies, NGOs and WHO and UNICEF staff discussed the issues involved in this common endeavour.

16. During the past year, there has been a special initiative to increase collaborative efforts with the United Nations Population Fund (UNFPA). This effort has begun with the development of joint UNICEF/WHO/UNFPA goals for the 1990s, based on those already established by WHO and UNICEF, which will serve as the basis for intensified efforts at the field level (a joint letter signed by the heads of the three agencies was sent to field staff). These goals have already led to the initial identification of some joint approaches in the training of health workers, the design and dissemination of information materials, community participation, monitoring and evaluation. The linkage between the supply of essential drugs and family planning supplies, in particular the support provided to the same supply distribution network, is another area of mutual interest. This is particularly relevant for the implementation of the Bamako Initiative in sub-Saharan Africa, on which specific joint collaboration between UNICEF, WHO and UNFPA is also being explored.

17. Collaboration at the regional level is another area where new initiatives have been taken. Joint health programmes with UNESCO and WHO characterize UNICEF collaborative efforts in the Middle East and North Africa region. UNICEF/the Middle East and North Africa region is working closely with the regional offices of WHO at Alexandria, Egypt, and UNESCO at Amman, Jordan, to implement action-oriented, primary school-based national health education programmes in Bahrain, Egypt, Jordan, Morocco and the Sudan.

18. These national programmes, united by a common set of locally adapted teachers' guides and resource books, and aimed at making primary teachers and schools a dynamic extension of national health systems, were launched in 1988 when the regional directors of the three agencies visited each of the participating countries for meetings with heads of States and health and education ministers. To review programme progress regularly, the three regional directors and their staff meet twice a year with intersectoral delegations from the five countries. Impact to date has been such that at least six other countries of the region are expected to join the programme by May 1990.

19. This UNICEF/UNESCO/WHO collaboration in health in the Middle East and North Africa region was broadened in February 1990 when the three regional directors and staff met with national experts at Cairo to initiate a public education-based schistosomiasis control programme in Egypt.

B. Water supply and sanitation

20. In 1989, inter-agency efforts in water supply and sanitation were already among the most collaborative owing in part to the clearly defined goals and strategies emerging from the International Drinking Water Supply and Sanitation Decade (IDWSSD) and close links among the four principal multilateral funding organizations (the World Bank, the United Nations Development Programme (UNDP), WHO and UNICEF). The Steering Committee for the Water Decade has focused on a number of specific issues such as mobilizing external donors; global policy; country-level co-ordination; linkages with health education; the involvement of women; community management and financing; and standardization of hardware with a low cost emphasis. UNICEF will be a co-sponsor of an IDWSSD global consultation meeting to be held at New Delhi in September 1990.

C. Nutrition

21. In the area of nutrition, the Sub-Committee on Nutrition of the Administrative Committee on Co-ordination, to which UNICEF has long been the largest single financial contributor, has focused on updating the analysis of trends in the nutrition situation of 33 developing countries. Other important items included policy approaches in dealing with malnutrition and infection, women's role in food production and food/nutrition policies. In a similar vein, the inter-agency food and nutrition surveillance initiative has gained momentum, with a special focus on supporting Governments in their efforts to report on a few common indicators in a standardized and timely fashion so that national decision makers can be aware of

emerging problems and take appropriate action to resolve them. Working with the Food and Agriculture Organization of the United Nations (FAO) and WHO, UNICEF has substantially expanded nutrition surveillance activities at country, regional and international levels. National surveillance programmes became operational in China, Ecuador, Madagascar, the United Republic of Tanzania, Venezuela, Viet Nam and Zambia. At the regional level, WHO took the lead in developing a training and operations research programme for the Americas, while at the international level, FAO continued its work on food indicators in collaboration with UNICEF work on a global assessment of child malnutrition.

D. Education

22. Collaboration in basic education is, of course, a major focus of UNICEF efforts, particularly revolving around the World Conference on Education for All, sponsored by UNDP, UNESCO, UNICEF and the World Bank. The Executive Board will be apprised of the outcome and follow-up measures of this Conference, which is to take place in March 1990. UNICEF has also endeavoured actively to strengthen its institutional links with UNESCO and looks forward to its work on the joint committee.

E. Emergencies

23. Inter-agency collaboration remains a highly important element in UNICEF work in emergencies, as detailed in the report on emergency operations in 1989 (E/ICEF/1990/11). The effectiveness of that collaboration was most clearly demonstrated during the unprecedented efforts of the United Nations system in the Sudan, where the UNICEF Executive Director served as the Personal Representative of the Secretary-General and co-ordinated the overall United Nations effort. By working together, the organizations and bodies of the United Nations system was able to overcome massive, political and operational obstacles and saved innumerable lives. UNICEF hopes that the role of the United Nations in establishing "corridors of peace" can be replicated on a wide scale in other conflict areas. During 1989, UNICEF has also undertaken special initiatives to strengthen its collaboration with the Office of the United Nations High Commissioner for Refugees (UNHCR), and has played an active role in the Geneva-based Committee on Refugee Children and in the inter-agency Emergency Task Force.

F. Women's concerns

24. As described in 1989, collaboration in the area of women's concerns has been one of the growing and more successful areas for inter-agency efforts, which is not surprising given the multi-dimensional nature of the problems and commitment to the issue. In addition to the JCGP collaboration described in paragraph 31 below, notable efforts include a forthcoming major publication on social trends and women prepared by the United Nations Statistical Office and jointly initiated and supported by UNFPA, the United Nations Office at Vienna and UNICEF, along with additional support from UNDP and the United Nations International Research and Training Institute for the Advancement of Women (INSTRAW).

G. Environment

25. UNICEF has been increasing its inter-agency co-operation in the field of the environment. In addition to the initiatives launched by the JCGP high-level meeting (described in para. 37 below), the United Nations Environment Programme (UNEP) and UNICEF have collaborated jointly on the 1990 world environment report, which focuses on children and the environment, and which will be released in Mexico in June. The World Conference on Education for All will also be reviewing a paper on education and the environment which proposes a number of measures for inter-agency action.

IV. INTER-AGENCY MECHANISMS

A. Consultative Committee on Substantive Questions (Operations)

26. The Administrative Committee on Co-ordination, the system-wide, inter-agency policy-making mechanism, is composed of the executive heads of the organizations and bodies of the United Nations system. It has a number of sub-committees, some focusing on specific, substantive issues such as nutrition and rural development, as well as a major committee on operational activities - the Consultative Committee on Substantive Questions (Operations). During the last two years, this Committee was chaired by the UNICEF Deputy Executive Director (Programmes).

27. One area of the Committee's focus in 1989 was on ways to strengthen the resident co-ordinator system. The Committee is now mid-way through the first comprehensive review of the resident co-ordinator system since its establishment over a decade ago. As a result of the review, the Committee has decided upon a number of measures to strengthen the system, such as ensuring more regular meetings on substantive programme issues, as well as closer links with government counterparts. (Some suggestions on how further to define this decision are included in the discussion of the triennial review below.) The Committee has also decided upon specific measures to strengthen the process of selecting resident co-ordinators, and a major training and briefing programme is now being developed by a working group. It has also been decided that, for the first time, there will be a United Nations system handbook aimed at providing the necessary orientation and briefing of resident co-ordinators and senior field staff from other organizations. It will include country-specific briefing materials, which will be prepared and updated regularly at the country level.

28. The UNICEF secretariat welcomes these developments, but they need to be further extended and implemented thoroughly. The mechanisms for participating in each other's programming processes, mobilizing more effectively around common themes and sharing information more effectively (including computerized data banks) need to be explored. The secretariat hopes to see further developments in these areas in the course of 1990.

29. UNICEF experience is that the adoption of common goals greatly assists collaboration and that, for this reason, it is encouraging the Committee to explore how agencies can collaborate more closely in support of goals for the international development strategy and the fourth United Nations development decade.

B. Joint Consultative Group on Policy

30. JCGP, established in 1981, is composed of UNDP, UNFPA, the World Food Programme (WFP), the International Fund for Agricultural Development (IFAD) and UNICEF. Although it is perhaps less central than relationships with executing agencies such as UNDP or the UNICEF/WHO relationship, JCGP has increasingly served as a useful forum of like-minded organizations.

31. JCGP has a number of subgroups and working groups, all actively supported by UNICEF, and three are currently chaired by UNICEF. The first to be established was the subgroup on women in development, which organized the first high-level JCGP meeting, from which emerged policy directives on collaboration for the increased integration of women's issues in programme approaches. Recently, the subgroup organized a number of seminars and training sessions, including one at Arusha, United Republic of Tanzania, focusing on African concerns, and is preparing for an upcoming meeting for senior management and government counterparts in the francophone countries of Africa. The subgroup is also considering a seminar to evaluate common experiences from successful field projects, and is undertaking an analysis of the effects of structural adjustment programmes on women.

32. Another subgroup focuses on collaboration in Africa, where a subregional meeting will be held to examine programme orientations of JCGP organizations in these countries. In addition, the World Bank and the Economic Commission for Africa (ECA) will be making presentations on adjustment policy issues, and the secretariat of the United Nations Programme of Action for African Economic Recovery and Development will be helping to examine the ongoing role of JCGP in the overall context of the Action Programme.

33. Following the successful high-level meeting on adjustment held at UNICEF headquarters with the participation of the Managing Director of the International Monetary Fund (IMF) and a Senior Vice-President of the World Bank, JCGP has formed a subgroup on adjustment to examine policy approaches and to promote better country-level co-operation on improved adjustment efforts. A number of countries have been selected for joint efforts, including Bolivia, Malawi and Nigeria, along with the ongoing work in Ghana. A subregional training seminar has also been organized and will be held in Togo.

34. Harmonization of programme procedures is the focus of another JCGP subgroup. Five countries (Bangladesh, Burkina Faso, Egypt, Honduras and Jordan) were selected for intensive collaboration, including joint sessions in their mid-term programme reviews. This subgroup is also responsible for implementing the JCGP decision to harmonize programme cycles, wherever possible, using the planning cycle of the Government as a reference point. This subgroup has also arranged for common donor familiarization visits to selected developing countries.

35. Another subgroup has focused on common premises and services, and is actively pursuing the implementation of the joint letter by the executive heads, establishing a joint policy to promote common premises and services wherever practicable. Recently, the subgroup has overseen the plans for common premises in a number of countries; has established common standards for office space allocation; is exploring new and innovative means of funding common premises; and

has established a joint working group to negotiate with private companies. As discussed in paragraph 57 below, the secretariat is proposing to establish a reserve fund for field accommodations, and plans for 14 countries in the amount of $16 million have been drawn up to support common premises (see document E/ICEF/1990/AB/L.8).

36. Personnel and training is another area of JCGP focus. In order to promote a greater exchange of staff among JCGP members, each organization has set aside a number of posts to be filled from other JCGP organizations. Unfortunately, the initial response to this scheme has been limited. In addition, a number of joint training workshops have been organized, and JCGP efforts in training have also been closely linked with wider Administrative Committee on Co-ordination collaboration. (UNICEF is currently chairing the Administrative Committee's sub-committee on training.) Joint training packages have been developed with WHO and UNDP; UNICEF has held joint training workshops with UNHCR and UNFPA; and UNICEF training packages have been shared with and adopted by UNHCR, the United Nations Industrial Development Organization (UNIDO), UNDP and a number of other organizations.

37. In 1989, the executive heads sent a joint letter to their field staff updating them on the progress of JCGP and suggesting a number of measures for future directions. The replies from country offices confirmed the considerable amount of country-level collaboration already under way, sometimes in the JCGP context and sometimes including non-JCGP members. The executive heads also held a high-level meeting at Rome, in July 1989, on the theme of collaboration in the area of environment and development. An agreement was reached on collaborative field-level efforts in a number of areas such as training on environmental issues, social forestry, women and the environment, and "environmental accounting". The subject of the next high-level meeting will be the eradication of critical poverty.

V. TRIENNIAL REVIEW OF OPERATIONAL ACTIVITIES AND GENERAL ASSEMBLY RESOLUTION 44/211

38. In 1989, the Economic and Social Council and the General Assembly undertook the triennial comprehensive review of operational activities. This included an extensive preparatory process in which a large number of inter-agency mechanisms were reviewed, and a number of independent reviews and studies were undertaken by the office of the Director-General for Development and International Economic Co-operation. Owing to the effective leadership by the Director-General's office and the active participation of all concerned, this was the most thorough and comprehensive triennial review process to date. The preparatory process had a number of benefits. In addition to contributions made to the Director-General's inputs, the reflections and discussions led to a significant number of decisions regarding improvements in such areas as the resident co-ordinator system, collaboration in programming processes and support to national goals and strategies. In addition to the results discussed previously, there were also a number of related issues on which consensus was advanced and issues clarified. Therefore, further results can be expected in 1990.

39. The outcome of the General Assembly review is contained in resolution 44/211, an extensive statement that addresses many wide-ranging themes. Some issues, such

as more effective field links (para. 15 of the resolution), better programming processes (para. 17), greater government execution and simplified procedures (para. 18), technical co-operation among developing countries (TCDC) and wider procurement sources (paras. 20-22) and decentralization with corresponding accountability (paras. 23 and 24), were specifically drawn to the attention of the governing bodies of the United Nations system. A number of other issues raised may also be of relevance to the Executive Board.

40. In the light of these developments, the remainder of the present paper updates the discussion of these issues found in last year's report and makes a number of recommendations, partly for UNICEF advocacy to the United Nations system as a whole, and partly for its own direct action. It should be stressed, however, that this is only a preliminary review. Furthermore, while the triennial review provides broad policy guidance, many key issues will become clear only in the course of the implementation process, which will be outlined at the Economic and Social Council session in July 1990. The wide-ranging nature of the recommendations, and the ongoing nature of the process, mean that the secretariat must keep these issues under close review in the coming year so as to be able to define more precisely the ways in which UNICEF can actively support these directions. It should be noted that such efforts will be a high priority for the secretariat since the measures recommended will considerably help to support UNICEF endeavours. In fact, a number of major recommendations of the resolution follow precisely the lines that the Executive Board has led UNICEF in the last decade.

A. Human dimension in development

41. General Assembly resolution 44/211 confirms trends set in operational activities in other forums and emphasizes the importance of addressing the human dimension in the operational activities in the United Nations system. For the first time in a General Assembly resolution on this subject, the needs of children (as well as youth) are singled out for particular focus (para. 8 of the resolution). In addition, there is emphasis on women (para. 7), popular participation (para. 6), poverty (para. 5) and education and human resources (para. 3).

42. Such an emphasis closely parallels the views expressed by the UNICEF Executive Board over many years. Encouraging these themes to be given greater attention by the other organizations of the United Nations system will create new opportunities for achieving the goals of UNICEF, and the Executive Director intends to actively support the implementation of these directions on a system-wide basis.

B. Government efforts to establish and achieve priorities

43. This issue was the subject of paragraph 2 of General Assembly resolution 44/211. A number of UNICEF measures that support national goals have been mentioned earlier in the present paper. International efforts such as setting goals and strategies for the 1990s and the process of "summits for children" need to be replicated by similar endeavours of national Governments at the country level.

44. The United Nations system can also contribute to this effort by strengthening the linkages among the multifaceted activities it undertakes to help support national policy formulation. For example, different parts of the United Nations system provide inputs to public administration and development management; assistance to national Governments in planning; the undertaking of needs assessments, situation analyses and the national technical assistance assessment programme; and a number of other mechanisms. UNICEF hopes to promote stronger links and interaction among these different endeavours, as well as to support increased country-level links with those parts of the United Nations system that specialize in research such as the Department of International Economic and Social Affairs of the United Nations Secretariat, the United Nations Conference on Trade and Development (UNCTAD) and the Vienna Centre for Social Development and Humanitarian Affairs, etc.

C. Adapting the United Nations system

45. The General Assembly resolution makes a number of wide-ranging recommendations for adaptations in the United Nations system, emphasizing that these recommendations are aimed at achieving greater support for development objectives of national Governments, rather than for strictly intra-United Nations reasons. The overall thrust of the recommendations might be characterized as aimed at making the system more country-focused and more responsive at the country level.

46. One principal theme is an emphasis on decentralization - the delegation of responsibility to the country level and permitting a flexible response at the country level, including through the revision of programme allocations ("budgetary revision of projects" as stated in the resolution). Although not specifically stated, this may also imply ensuring an adequate emphasis on placing appropriate types and numbers of staff at the country level.

47. This approach has long been taken by UNICEF. For example, over 80 per cent of UNICEF staff are based in the field offices. Furthermore, in accordance with Executive Board policies, country offices have a high degree of decentralized authority and flexibility. In fact, within the country programme framework approved by the Executive Board, responsibility for setting programme priorities is located at the country level, with headquarters and regional offices carrying out a supportive and monitoring role, as well as providing advice through country visits. In addition, all stages of the UNICEF country programming process are now conducted with the Government at the country level, with only the final review of the the country programme taking place at headquarters prior to its submission to the Executive Board.

48. Since UNICEF has extensive experience within the United Nations system with the approach recommended by the General Assembly, it will have a particular responsibility to help support the implementation of this approach by the United Nations system as a whole through sharing of experiences and providing country-level linkages. The secretariat will be actively pursuing this course in its contacts with other United Nations organizations and through its participation in inter-agency mechanisms and in support to the Director-General's office. A related area of concern expressed in the General Assembly resolution is ensuring

adequate accountability in a shift to greater decentralization. UNICEF experience may also be useful here, notably the organization's approach of providing the necessary technical support (auditors, finance officers, supply monitoring, as well as the necessary technical expertise to ensure programme accountability) directly to the country level. The review of country-level evaluation reports at headquarters, along with the requirement that their summaries be included in country programme review documentation, is also an important experience for wider application.

49. A second area of emphasis in the General Assembly resolution is the need to shift from a project to a programme approach. This would promote greater flexibility and enable an organization to adapt to country needs by choosing the most effective modality (technical assistance, funds for recurrent costs, supplies, etc.) in support of national goals. More flexible modalities are clearly better suited to the difficult and volatile climate of the 1990s that many Governments will face. UNICEF experience with its programme approach in support of national programmes - beginning with a situation analysis, then the development of a programme strategy, a plan of operations and a plan of action with the Government - has proven to be one of its most valuable assets. Since the flexibility of the programme approach and its integration within the national programme permits the targetting of assistance into smaller components than in traditional project approaches, another important theme of the General Assembly resolution is facilitated - emphasizing national/government execution. For example, UNICEF programmes are entirely national/government-executed efforts.

50. The success of a programme approach is, of course, closely linked to the establishment of clear, specific national goals and strategies so that there are unambiguous, prioritized criteria around which external assistance can be designed. Such national priorities also help to ensure a high likelihood of corresponding support from national resources. Clear programme criteria are also needed in order to address the concern of accountability in the broadest sense, i.e., monitoring the impact and cost-effectiveness of inputs.

51. A third area of adaptation highlighted in the resolution concerns the mechanisms of the United Nations system, including co-ordination mechanisms. One area of particular interest is the resident co-ordinator system, where the General Assembly emphasized a clearer and stronger mandate.

52. A similar direction was advocated by the UNICEF secretariat in the 1989 policy paper. While the resident co-ordinator system is not lacking in authority, UNICEF is of the opinion that it has been lacking in clear, strong mandates and mechanisms. For example, UNICEF has long advocated that there be minimum and obligatory standards for regular (perhaps monthly) programme-oriented meetings, convened by the resident co-ordinator at the country level, that would develop concrete plans for collaborative action. The progress of these meetings should be reported in a simplified manner to headquarters, where there should be strong monitoring by the senior staff of the relevant United Nations organizations and their governing bodies. In a similar vein, UNICEF has urged, and the Administrative Committee on Co-ordination has adopted, minimum standards for training and policy orientation of resident co-ordinators and other senior field representatives. Likewise, in order to help foster multi-disciplinary

collaboration as emphasized by the General Assembly, the United Nations system should establish country-level teams, under the overall leadership of the resident co-ordinator, focusing on specific themes (e.g., nutrition, rural development, basic education, etc.) and chaired by one of the staff of one of the organizations most directly involved in that area of activity. The United Nations teams might also provide, on a one- to three-year basis, a retrospective and forward-looking report of their activities. When shared with the Government, it would help to provide a comprehensive review of the United Nations response to government plans and government-led programming efforts. UNICEF has instructed its field staff to support these endeavours and will continue to advocate, in forums such as the Administrative Committee on Co-ordination, that they become system-wide policy.

53. Donor/recipient consultative mechanisms, such as the round-tables organized by UNDP or the consultative groups organized by the World Bank, have highly significant potential in helping to structure and mobilize external assistance around national goals and strategies. These groups have received considerably more attention over the last few years and have been increasingly successful. UNICEF is increasingly being invited to participate in consultative group meetings and has always been invited by UNDP to participate in its round-table meetings.

54. Three trends of improvements deserve particular mention and support: (a) the meetings have benefited from higher quality technical preparation with more effective follow-up efforts; (b) an increasing number of theme-specific subgroups have been formed, with an increased focus on the human dimension; and (c) there have been some efforts to recognize that agreed-upon policy directions need to be supported by more adequate levels of external financing. The latter approach follows the lines of a suggested "development contract" proposed by the former Foreign Minister of Norway in a recent publication of the Organisation for Economic Co-operation and Development (OECD) (see "Toward a World Development Strategy", One World or Several, edited by L. Emmerij).

55. More effective integration of food aid is another subject mentioned in the General Assembly resolution. UNICEF has been actively co-operating with WFP to help achieve more effective integration, and this has also been the subject of a number of recommendations in bodies such as JCGP, where particular emphasis has been placed on the role of food aid in supporting more effective adjustment programmes, in infrastructural development and in providing nutritional support for vulnerable groups. As discussed in greater length in the 1989 report, more attention has been paid in recent years to the so-called "entitlement approach". Food aid, particularly with the greater use of monetization, can be an important source of support to village-level development efforts. Increasingly, food aid has begun to be thought of as a resource for human-focused development, and UNICEF will continue its efforts, particularly at the country level, to strengthen links with food aid resources.

56. Another area mentioned by the General Assembly is the simplification and harmonization of procedures concerning recipient countries. This approach is a necessary corollary to the flexibility of a programme approach and has been a long-standing UNICEF policy. However, it would be particularly useful to exchange experiences on this question with other United Nations organizations and

examine ways in which the UNICEF approach can be improved. The secretariat is hoping to have such an opportunity in the course of the year. As an initial step, the UNICEF secretariat has supported the harmonization of programming cycles, wherever feasible, based on national planning cycles.

57. The General Assembly resolution also calls for the immediate establishment of plans to support common premises by organizations of the United Nations system at the country level. As mentioned above, this is another welcome development that will help to support a long-standing UNICEF policy. At the present Executive Board session, the Executive Board has before it a proposal to establish a reserve fund for field accommodation in the amount of $25 million, most of which is aimed at supporting a progressive increase in the number of common premises at the country level (see E/ICEF/1990/AB/L.8). The proposal lists 15 countries where specific plans for common premises have already been drawn up.

58. In a similar vein, TCDC has long been a preferred modality of UNICEF assistance. Indeed, many of the major UNICEF breakthroughs in areas such as universal child immunization and oral rehydration therapy were achieved through the extensive use of TCDC, especially in supporting study visits of policy makers to see relevant experiences in other countries.

59. In 1989, goods valued at $70 million were procured in developing countries (an increase from $56 million in 1988). Although not all of the goods were produced in developing countries, the local procurement mechanism of UNICEF is designed precisely to help facilitate increased procurement from developing countries, while maintaining standards consistent with competitive international bidding. UNICEF will continue to expand its use of this modality, including the introduction of more flexible approaches for so-called "small value procurement", which may be undertaken without reference to headquarters. In addition, UNICEF plans to introduce mechanisms for identifying goods by country of origin, and a statistical data base to monitor the country of origin will be introduced progressively beginning in 1991.

60. UNICEF also utilizes a number of measures aimed at promoting procurement from both developing countries and under-utilized major donors. For example, the UNICEF Supply Division has procedures for a number of "affirmative" measures including participation in trade fairs, actively sending a number of procurement teams to the potential supplying country, regular information exchanges with commercial attachés, manufacturing associations etc., and ensuring special efforts to disseminate "invitations to bid". These have all proven highly successful, and the secretariat plans to continue to strengthen these measures.

VI. RECOMMENDATIONS

61. The Executive Director recommends that the Executive Board adopt the following conclusions:

(a) There is a need to seize the new opportunities available at the international level to forge new international commitments by defining a consensus

for operational goals and strategies. Operational activities can make a significant contribution to the definition of consensus goals and will itself benefit from the results. Common goals should be a starting point for effective operational collaboration. UNICEF should continue to strongly advocate that the exercises under way make commitments to operationally relevant goals and then help to ensure that these goals are meaningfully pursued;

(b) National Governments are keen to re-establish their ability to define and achieve their long-term development goals and strategies. UNICEF should continue to actively support those efforts and assist Governments in developing their capacity to undertake them;

(c) UNICEF should actively support efforts to decentralize the United Nations system's operational activities to the country level. As an organization that has been highly decentralized for a long period of time, UNICEF has a special responsibility to share its experience and support a system-wide move in this direction. UNICEF has similar responsibility with regard to supporting the much needed shift, by the United Nations system as a whole, to a programme approach and related efforts such as increased government execution. With regard to programme approaches, and through collaboration with its partners, there may be scope for UNICEF to further extend its programme orientation by emphasizing the "management by objective" approach relating to goals for the year 2000;

(d) UNICEF should continue to actively pursue improved donor and inter-agency collaboration, in particular at the country level and under government leadership. Efforts now under way to improve the resident co-ordinator system, such as enhanced training, need to be pursued. The UNICEF suggestion for minimum standards of regular programme-oriented meetings, the formation of thematic subgroups and a more systematic approach to supporting national goals should be pursued in appropriate forums. The resident co-ordinator system needs to become a well-structured system, capable of supporting concerted efforts that draw upon the entire United Nations system;

(e) UNICEF should continue to help promote increased collaboration in programme processes, building on the strengths of each organization's respective approach and mandate, so as to ensure the highest common denominator. More efforts should be made for cross-participation in each organization's programming processes, beginning as early as possible in the process; common components of mid-term, country-level programme reviews; and the implementation and harmonization of programme cycles with the Government's own cycles (as agreed upon by JCGP organizations). All efforts should also be made to allow flexibility in programming procedures so as to maximize impact and minimize administrative burdens on the recipient Governments;

(f) UNICEF should continue to pursue actively its collaboration with its JCGP partners. Initiatives currently under way in the areas of women, environment, adjustment, programme procedures, training and personnel should remain high priority areas. Recent initiatives to structure co-operation with UNFPA should be actively pursued;

(g) UNICEF should continue to work closely with its partners to support the active implementation of General Assembly resolution 44/211 on operational activities. UNICEF should particularly lend support to the Office of the Director-General in carrying out its leadership responsibilities. In particular, in view of the high priority and policy nature of these matters, this should continue to be an area of focus for the Executive Director's annual report;

(h) The Executive Director should continue to keep the Executive Board informed of these issues at the regular Board sessions.

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POLICY REVIEW

PROGRESS REPORT ON THE INTERNATIONAL CHILD DEVELOPMENT CENTRE

SUMMARY

The present document was prepared in response to a request by the 1988 Executive Board for annual progress reports on the International Child Development Centre in Florence, Italy, for each of the three years of the initial agreement between the Government of Italy and UNICEF for the establishment of the Centre. The first report, covering the first few months of preparatory work, was presented to the 1989 Executive Board (E/ICEF/1989/L.9 and Add.1). The present report covers activities during 1989, the first full calendar year of work at the Centre. It updates the Centre's staffing and financing status and tells how space and facilities have been put to use. The report also summarizes progress in each of the Centre's four major programme areas: national capacity-building for child survival and development; economic policies and mobilization of resources for children; the rights of the child; and the needs of the urban child. In addition, the report covers the first global "Innocenti Seminar", which focused on early childhood development, which was held at Florence in June 1989. Plans for the second "Innocenti Seminar" in May 1990 on participatory development are also contained in the present report.

CONTENTS

	Paragraphs	Page
INTRODUCTION	1 - 2	3
I. ORGANIZATION AND MANAGEMENT	3 - 11	3
A. Staffing	3 - 5	3
B. Space and facilities	6 - 7	4
C. Financing	8 - 11	4
II. MAJOR PROGRAMME AREAS	12 - 31	5
A. National capacity-building for child survival and development	13 - 17	5
B. Economic policies and mobilization of resources for children	18 - 21	7
C. Rights of the child	22 - 26	8
D. Needs of the urban child	27 - 31	9
III. SPECIAL TRAINING PROGRAMMES AND GLOBAL "INNOCENTI SEMINARS"	32 - 37	10
IV. SECOND ADVISORY COMMITTEE MEETING	38 - 39	11

INTRODUCTION

1. The 1987 UNICEF Executive Board approved the Executive Director's recommendation for a supplementary-funded project for the establishment of an International Child Development Centre at Florence, Italy (E/ICEF/1987/P/L.31 and Add.1). The recommendation indicated that the first year of operation would be dedicated primarily to setting up the necessary facilities and careful programme planning, all in close consultation with other parts of UNICEF and other institutions. The Centre became operational in September 1988, and the first progress report, covering September-December 1988, was presented to the 1989 Executive Board (E/ICEF/1989/L.9 and Add.1). The present report describes progress achieved during 1989, the first full calendar year of activities.

2. Several collaborative arrangements have been made with the UNICEF host institution in Florence, the Istituto degli Innocenti, which is responsible for managing the foundling hospital, the museum and the many child-related activities that are housed in the Spedale degli Innocenti. The President of the Istituto degli Innocenti and the UNICEF Executive Director signed a general letter of agreement in October 1988 for co-operation in several areas of common interest, including the evolving needs of the urban child. Subsequent agreements cover the allocation of space and responsibilities for joint training facilities and conferences and for a documentation and information unit, as described below in the present report.

I. ORGANIZATION AND MANAGEMENT

A. Staffing

3. The Centre's basic international staff of seven comprises a director and a senior personal assistant; a deputy director, who is responsible for co-ordinating the programme for national capacity-building for child survival and development (CSD) and for the documentation unit; three senior programme officers, each responsible for one of the other major programme areas, as described below; and an administrative, finance and personnel officer. One of the three senior programme officers also serves as co-ordinator of the Centre's training activities.

4. The Centre's regular budget also provides for two to three senior fellows. The first fellow, the former Norwegian Ombudsman for Children, began work at the Centre in September 1989, and the first Junior Professional Officer arrived in October. The Centre also recruited locally secretarial, documentation and administrative support staff of eight. Thus, by the end of 1989, the total staff numbered 17. In addition, several research assistants have been recruited on special service agreements.

5. As noted in prior documents presented to the Executive Board, the staff will remain small. The gradual increase in staff is proceeding as anticipated, with total staff numbering about 28 by September 1991, the end of the first three full years of programme activity. The staff will accomplish many of its goals by working closely with the rest of UNICEF and with other institutions.

B. Space and facilities

6. The staff was able to occupy its permanent quarters early in 1990 following extensive remodelling of the interior space that had been made available at the Spedale degli Innocenti. The Centre's regular offices are located in an attractive area overlooking the "Woman's Courtyard" of the foundling hospital. Additional space on the opposite side of the courtyard has been made available by the Istituto degli Innocenti for a joint conference and training facility. There is one large conference room, which can accommodate about 50 people, and four other rooms for smaller meetings and working groups. Modern audio-visual equipment is available. These facilities have proved to be very useful for many activities, including the first meeting of the UNICEF evaluation focal points, the first global "Innocenti Seminar" (see paras. 3 to 35 below) and the second meeting of the Centre's international advisory committee.

7. Since the arrival of the Centre's documentation and information assistant in January 1990, work in that important area, which had lagged behind schedule, has accelerated. An excellent location for the library and documentation centre (near the Spedale's extraordinary archives) has been arranged with the Istituto degli Innocenti. The documentation centre contains records of virtually all of the foundlings cared for by the Istituto since 1445. It also represents another joint venture with the Istituto, which has obtained separate support from the Government of Italy to develop the unit. Rather than attempt to duplicate the resources of university and other scholarly libraries, the new facility will focus on policy and programme-related materials and data on children in developing and industrialized countries. The collection concentrates on materials related to the major programme areas of both the Centre and the Istituto. Electronic linkage has been established with most of the existing international reference services and data banks relevant to the Centre's programmes.

C. Financing

8. The Government of Italy is financing the operation of the Centre with a three-year provision of a sum of 10.5 billion Italian lire (about $8 million at the December 1989 exchange rate). In addition, $400,000 was made available by the Government of Italy for programme planning and preparatory activities prior to formal approval of the agreement with UNICEF. The Government of Italy has repeatedly assured UNICEF and the Executive Board of its firm commitment to continue its funding for the Centre without interruption and beyond the initial three-year agreement. As agreed at the 1987 session of the Executive Board, UNICEF is equally committed not to use general resources for the operation of the Centre.

9. In order to encourage and facilitate the joint activities of the Centre and the Istituto, the Government of Italy has also pledged to provide the Istituto with an initial allocation of Lit 350 million (approximately $265,000) to be used largely for work on the needs of the urban child, including children living in difficult circumstances in industrialized countries, and for the joint documentation centre.

10. UNICEF is continuing efforts to increase and diversify the Centre's supplementary-funded base. Funding for activities requiring resources over and above those contributed by the Government of Italy will be sought from a variety of sources, including other donor countries and the private sector. The Government of Finland has contributed $1,023,150 for the initial two-year phase of work on the programme for national capacity-building for CSD in Kenya and Uganda (E/ICEF/1987/P/L.32). Finland has also recently agreed to provide a senior expert on operations research to support the capacity-building programme for Africa, as well as for audio-visual education and training materials for the initiative. Furthermore, it is expected that the Government of Japan will fund several activities at the Centre, including the capacity-building programme for Africa and the economic policy programme.

11. Total expenditures for 1989, the Centre's first full calendar year of operations, are expected to be approximately $1.6 million. For 1990, as programmes move towards their full range of anticipated activities and staffing, expenditures from the basic Government of Italy allocation are likely to reach approximately $3.1 million. The initial three-year allocation of 10.5 billion lire from the Government of Italy is expected to be fully committed by late 1991, the end of the third full year of operations. Accordingly, a proposal will be presented to the 1991 Executive Board for the continuation of the Centre's work largely through continued supplementary funding from the Government of Italy, which has recently confirmed by letter to the Executive Director its intention to provide for the continued operation of the Centre.

II. MAJOR PROGRAMME AREAS

12. As reported in previous reports to the Executive Board, and reviewed again in November 1989 by the Centre's Advisory Committee, work during the first three years is concentrated on four major programme areas: national capacity-building for CSD, focusing initially on several African countries; economic policies and the mobilization of resources for children; the rights of the child; and the needs of the urban child.

A. National capacity-building for child survival and development

13. The purpose of this programme is to assist developing countries, beginning with several opportunities in Africa, in strengthening their national capacities to ensure the sustainability and expansion of ongoing CSD activities. One of the ways this objective is to be achieved is through mobilizing and strengthening the participation and contribution of universities, training and research institutions and professional societies in the provision of co-ordinated and multisectoral support for community-based initiatives. National experts at academic institutions, government ministries and non-governmental organizations (NGOs) are encouraged to form national task forces and centres for interdisciplinary studies to serve as sources of knowledge, inspiration, training and guidance for CSD-related programmes at national and community levels.

14. With the support of the Government of Finland, work was initiated in Kenya and Uganda in 1988. National task forces have been established, and several universities have begun their outreach programmes with an emphasis on baseline data collection, problem identification and the development of dialogue with communities and district offices. In Uganda, for example, a university team working in one of the project areas is seeking an explanation for low immunization rates in spite of resource availability. Some of the initial research and data collection is being undertaken by students in an effort to change their training and their attitudes towards grass-roots development and the well-being of children.

15. National capacity-building programmes are being developed in Cameroon and Ethiopia, using the planning base and early results of the Kenya programme as a foundation. Initial discussions have been held on the subject of developing a national capacity-building programme in Nigeria. It is expected that five countries will provide the base for this initiative, and the Centre will provide intensive backstopping.

16. As part of its contribution to those country-based efforts, the Centre will develop ideas and methodologies for field-based operations research, training, institutional linkages and networks and the exploration of specific child-related entry points. The guidelines for operations research, as well as several other documents, have been prepared, including one on community-based control of intestinal parasitic infections in children as one possible entry point of considerable relevance to child health and nutrition in many African communities. Links to work in other programme areas, including acute respiratory infections and early childhood development, are also being explored.

17. Although the Centre's direct contribution to this programme must be limited to a few carefully selected countries, efforts are being made to ensure that the conceptual framework, methodologies and guidelines are widely shared throughout Africa and beyond. When the Kenya programme was formally launched in May 1989, for example, a symposium on capacity-building for CSD was organized at Nairobi. There were more than 130 participants from 20 countries, including several resource persons from Asia and Latin America. Collaborative activities and contacts with other institutions, including the World Health Organization (WHO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the Paris-based International Children's Centre (ICC), the Bernard van Leer Foundation and several universities in Europe, Canada and the United States of America, are also assisting international outreach and support. The programme co-ordinator at Florence has been especially active in promoting capacity-building for CSD through a number of international activities and publications, including a Club of Rome project and a book, Africa Beyond Famine. Three meetings of a distinguished consultative group for the capacity-building programme have helped to refine and to disseminate the concepts, methodologies and priorities underlying these important new initiatives in Africa.

B. Economic policies and mobilization of resources for children

18. The work of the Centre in this critical area of public policy strengthens UNICEF efforts to document the impact of economic policies on children, women and other vulnerable groups and to formulate appropriate policies for preserving and mobilizing financial resources for human development strategies to assist those groups. An example of this effort is the Centre's first occasional paper: "Economic decline and child survival: the plight of Latin America in the eighties". During 1989, the work has been focused on:

(a) The further clarification of main policy issues, initial hypotheses and methodological guidelines for structural adjustment policies in sub-Saharan Africa, the financing of social services and child poverty and deprivation in industrialized countries;

(b) The formation of country-based research networks of individuals or institutions responsible for country studies and policy analysis;

(c) Strengthening the Centre's basic infrastructure (consultants, research assistants, documentation, etc.) to help formalize, guide and distil policy debate and, at a later stage, to assist the widespread dissemination of results and policy recommendations.

Structural adjustment policies in sub-Saharan Africa

19. The first consultative group meeting, organized in collaboration with the UNICEF regional office at Abidjan, and the Planning Office at UNICEF headquarters, was held in April 1989 following the completion of the project framework paper. The participants included the authors of case studies being prepared on Burkina Faso, Kenya, the Niger, Sierra Leone, the United Republic of Tanzania, Zambia and Zimbabwe. Individuals and institutions are being identified to contribute sectoral analyses, including CODESRIA, a social science organization based at Dakar, the African Development Bank (ADB), Queen Elizabeth House at Oxford University, UNESCO and the Sub-Committee on Nutrition of the Administrative Committee on Co-ordination (ACC). An initial draft of the project report is expected by September 1990.

Financing social services

20. The project proposal was completed in August 1989 and circulated widely both within and outside of UNICEF to identify examples of successful social policies during the 1980s that sustained and extended health, nutrition, education and water supply services in spite of extremely difficult economic circumstances. Case studies have been commissioned for Brazil, Indonesia, Kenya, Mexico and Thailand, and discussions are under way for the inclusion of China, Turkey and several other countries. Working relations in this area are being maintained with a number of relevant institutions, including the World Bank. The first consultative group meeting is scheduled for March 1990.

Child poverty and deprivation in industrialized countries

21. The initial consultative group meeting for this innovative project was held in May 1989. It brought together sociologists, economists and paediatricians in charge of the country studies, in addition to scholars from the European University Institute at Florence, the universities of Bologna, Bristol and Prague and Columbia University's National Center for Research on Children in Poverty. The country studies commissioned thus far are for Italy, Poland, Portugal, Sweden, the United Kingdom of Great Britain and Northern Ireland and the United States. It is anticipated that Japan and the Union of Soviet Socialist Republics will be included at a later stage. Initial results from the case studies and a literature review will be presented at the 1990 Executive Board session.

C. Rights of the child

22. Approval of the Convention on the Rights of the Child by the General Assembly of the United Nations in November 1989, and prospects for early ratification by the necessary 20 nations, signal a major new opportunity for UNICEF. The Convention will generate world-wide advocacy for a child's right to "first call" on societies' concerns and capacities and for the reinforcement of priorities of ongoing country programmes.

23. As agreed, the work of the Centre in the area of child rights is focused largely on policy analysis and development for UNICEF and its co-operating institutions, particularly in the area of implementation strategies and modalities. As specific needs are identified in terms of implementation of specific provisions of the Convention, the Centre will play an increasingly important role in capacity-building and training, in co-operation with UNICEF regional and country offices, the Training Section, National Committees and other institutions.

24. The first consultation of concerned staff within UNICEF was convened at Florence in July 1989. The primary purpose of the meeting was to identify key issues to be analysed, to consider approaches to strategy development and to draft a work plan for 1989-1991 covering projected activities of the Division of Public Affairs, Programme Division and the Centre. It was agreed that during 1990 the work of the Centre would focus on the following four activities:

(a) The preparation of approximately five country studies to examine the best way to integrate child rights into regular UNICEF work;

(b) The commissioning or preparation of policy papers on two or three key issues such as how the needs of mothers intersect with the rights of children, extended versus nuclear family issues, socio-legal aspects of child abuse and neglect and children in armed conflict;

(c) The organization of a second consultation, with increased participation of UNICEF representatives and regional directors, for an in-depth review of selected articles of the Convention, results of country studies and analyses of alternative implementation and monitoring arrangements;

(d) The assessment of the ombudsman's offices for children and similar mechanisms for advancing children's rights.

25. To assist in the assessment of alternative implementation strategies and mechanisms at the national level, the former Ombudsman for Children of Norway has been named as the Centre's first senior fellow. The fellow is writing a book-length analytical report on the Norwegian experience and other materials intended for the general public. Such efforts are expected to help stimulate debate and policy analysis of institutional arrangements and specific interventions for advancing children's rights and strengthening the capacities of societies to meet their obligations to children.

26. Working in close co-operation with the Division of Public Affairs and the Geneva office, the Centre also expects to participate in a consultation or workshop with UNICEF National Committees regarding the Convention's implications for their work in industrialized countries. The analysis of ombudsmen's offices and other concepts developed in industrialized countries could be of particular relevance.

D. Needs of the urban child

27. The basic objective of the Centre's urban child programme is to identify, assess and advocate sustainable, and therefore affordable, strategies that would: (a) prevent the neglect, abuse, exploitation and abandonment of children living in low-income, high-risk urban settings; and (b) promote family and community-based approaches to child care, protection and development in these especially difficult urban circumstances.

28. A conceptual framework and a plan of proposed activities have been developed during several meetings of the consultative group, including one held at Nairobi in June 1989. The framework is intended to help guide situation analyses (including the identification of children and families most likely to be at risk to facilitate preventive approaches) and to assist in the evaluation of existing interventions (including from the child's perspective).

29. Following some delays caused by the search for the responsible senior programme officer and for financing of the case study for Italy, work has begun on five studies: Brazil, India, Italy, Kenya and the Philippines. The Philippines study is the most advanced and should be ready in final draft form by the next consultative group meeting at Manila in March 1990. Much of the work on the remaining cases is expected to be completed by the end of 1990. A major publication is projected for 1991, and several possibilities are being explored to ensure wide dissemination of the results, including a high-level meeting at Florence of the mayors of the participating cities and other political leaders.

30. This programme has also commissioned several literature reviews and inventories of experiences on urbanization, family survival strategies and their relation to child development. Even a cursory review of the literature and actual experience in the field indicates that the family is under considerable stress virtually everywhere in the world today, and stressful conditions are especially

severe for families living in urban poverty. Given the magnitude and universality of the problem, it is surprising that researchers and practitioners have not devoted more attention to the special needs of children in difficult and often dangerous circumstances. Among other gaps, there is very little differentiated attention given to the needs of children in different age groups, such as pre-schoolers, pre-adolescents and adolescents. Careful assessment of their needs in the various cultural contexts is required for the formulation of preventive strategies for dealing with the dangers of child abuse, neglect and abandonment.

31. As the case studies and literature reviews provide additional insights into particular problems and opportunities for improved policies and approaches, special working groups will be established to address them and to devise more specific recommendations for policy makers. It is planned to organize the first working group on the subject of child development in the urban context that will focus on the problems children and families face during early, middle and late childhood development. Issues for other working groups include the changing characteristics of family composition and family breakdown, in both developing and industrialized countries, and strategies for urban family survival in the face of poverty, drugs, alcoholism, acquired immunodeficiency syndrome (AIDS) and violence.

III. SPECIAL TRAINING PROGRAMMES AND GLOBAL "INNOCENTI SEMINARS"

32. The Centre's training activities are designed to strengthen the policy analysis and problem-solving capacities of the staff of both UNICEF and co-operating institutions by drawing systematically on UNICEF-supported and other field experience, as well as on the knowledge base of universities, research institutes and NGOs. Seminars organized at Florence generally have both training and knowledge-exchange objectives. Subjects chosen either relate directly to the Centre's four major programme areas or are otherwise seen as of considerable importance for UNICEF programming. As results become increasingly available from studies commissioned or undertaken by the Centre, their importance as inputs for training activities will be magnified. Furthermore, each training activity is viewed as part of an ongoing process, requiring considerable preparation and follow-up. Other key elements of the Centre's training strategy have been reviewed in earlier reports to the Executive Board.

33. The first of the new series of global "Innocenti Seminars" was held at Florence in June 1989 on the subject of early childhood development. This three-week seminar brought together 24 participants (18 from UNICEF and 6 from other organizations) and resource persons, reflecting a wide geographic spread and range of experience with early childhood programmes. The seminar was organized by the Centre's staff in collaboration with the New York-based Consultative Group on Early Childhood Care and Development and the UNICEF Training Section. Resource persons came from several universities, as well as centres such as the Child Development Council of Egypt, the Colombian Institute of Family Welfare, ICC and the Bernard van Leer Foundation.

34. One of the most significant results of this first Innocenti Seminar was the emergence of a strong case for considering a child as a complete human being with highly interrelated needs from the time of birth. Full development is a simultaneous process involving all of those needs. Developmentally sensitive interaction with a child, which satisfies the child's needs to grow cognitively, socially and psychologically, has a direct and measurable impact on the health of the child, just as the child's health affects his or her psycho-social development. While the implications of the effects of those interactions are of considerable importance for the health and well-being of children, they have been seriously neglected in development planning and programming for children, including parental education.

35. The outcome of the first Innocenti Seminar was summarized in the July 1989 issue of the Centre's newsletter, Innocenti Update, and a complete report is available from the Centre.

36. The second global Innocenti Seminar will be held in May 1990 on the subject of participatory development. The rationale for this activity stems partly from the commitment of UNICEF to "real development" in the 1990s, defined in the 1989 State of the World's Children report as "people having the knowledge and the means to take more control over their own lives, to decide their own priorities, to improve their own skills, to meet their own needs, to find their own fulfilment". The test of "real development" is seen as "not just whether or not it leads to increases in welfare, but whether or not it enhances human capacity".

37. The purpose of the next Innocenti Seminar will be to examine the challenge of achieving more participatory development in the broader context of development theory and practice, with a view to identifying specific ways CSD programmes of UNICEF and its partners can be strengthened by more participatory approaches. The seminar will begin with an examination of the goals for the 1990s advocated by UNICEF and will consider alternative development approaches to reach these goals. The advantages and difficulties presented by more participatory approaches will be assessed primarily through the review of actual experiences in the field. As with all the seminars, implications will be sought for policy formulation, programme planning, training, advocacy and programme implementation.

IV. SECOND ADVISORY COMMITTEE MEETING

38. As indicated in more detail in the progress report prepared for the 1989 Executive Board (E/ICEF/1989/L.9 and Add.1), an Advisory Committee counsels the Centre's staff on important policy matters relating to co-operation with the Government of Italy and the Istituto degli Innocenti. The Committee meets once a year, and the second annual meeting was held at Florence in November 1989 and was chaired by the UNICEF Deputy Executive Director (Programmes). In addition to the statutory members, participants included the President of the Italian National Committee for UNICEF and local political leadership in Florence. A report on the meeting is available from the Centre.

39. The UNICEF members of the Advisory Committee, including two regional directors and the Director of the Programme Division, have agreed to participate in certain decision-making processes regarding the Centre's activities where the Executive Director and the Director of the Centre have determined that a broad UNICEF perspective would be helpful. One example of this is the selection of senior fellows. Work plans are also reviewed in an annual meeting with these UNICEF members to help ensure that duplications with other parts of the organization are avoided and that the Centre's activities are well integrated with overall UNICEF objectives and programmes.

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SUMMARIES OF MAJOR DOCUMENTS FOR THE 1990 EXECUTIVE BOARD SESSION

CONTENTS

		Paragraphs	Page
I.	REPORT OF THE EXECUTIVE DIRECTOR: OVERVIEW OF ACTIONS FOR CHILDREN IN 1989 (E/ICEF/1990/2)	1 - 13	3
II.	MEDIUM-TERM PLAN FOR THE PERIOD 1990-1993 (E/ICEF/1990/3)	14 - 54	5
III.	PROGRESS REPORT ON ACHIEVEMENTS MADE IN THE IMPLEMENTATION OF UNICEF POLICY ON WOMEN IN DEVELOPMENT (E/ICEF/1990/L.1)	55 - 60	13
IV.	SPECIAL ADJUSTMENT FACILITY FOR LATIN AMERICA AND THE CARIBBEAN (E/ICEF/1990/L.2)	61 - 66	14
V.	REVITALIZING PRIMARY HEALTH CARE/MATERNAL AND CHILD HEALTH: THE BAMAKO INITIATIVE - PROGRESS REPORT (E/ICEF/1990/L.3)	67 - 75	15
VI.	THE FUTURE ROLE OF UNICEF EXTERNAL RELATIONS (E/ICEF/1990/L.4)	76 - 94	17
VII.	DEVELOPMENT GOALS AND STRATEGIES FOR CHILDREN: PRIORITIES FOR UNICEF ACTION IN THE 1990s (E/ICEF/1990/L.5)	95 - 101	20
VIII.	STRATEGY FOR IMPROVED NUTRITION OF CHILDREN AND WOMEN IN DEVELOPING COUNTRIES (E/ICEF/1990/L.6)	102 - 108	21
IX.	ACUTE RESPIRATORY INFECTIONS (E/ICEF/1990/L.7)	109	23

CONTENTS (continued)

		Paragraphs	Page
X.	UNICEF AND THE OPERATIONAL ACTIVITIES OF THE UNITED NATIONS SYSTEM: AN UPDATE FOR 1990 (E/ICEF/1990/L.8)	110 - 117	23
XI.	PROGRESS REPORT ON THE INTERNATIONAL CHILD DEVELOPMENT CENTRE (E/ICEF/1990/L.9)	118 - 122	24
XII.	SAFE MOTHERHOOD (E/ICEF/1990/L.13)	123 - 128	26

I. REPORT OF THE EXECUTIVE DIRECTOR: OVERVIEW OF ACTIONS FOR CHILDREN IN 1989 (E/ICEF/1990/2)

1. The report of the Executive Director provides an overview of developments in UNICEF programmes, operations and external relations in 1989. The report consists of three major sections on those areas, summarized below, as well as an introduction that outlines UNICEF efforts to mobilize consensus and action for child survival, protection and development.

2. In 1989, UNICEF co-operated in programmes in 128 countries and territories, the majority of which are in Africa (44), followed by Asia (34), Latin America and the Caribbean (35) and the Middle East and North Africa (15). Programme expenditure in 1989 totalled $501 million ($251 million from general resources and $250 million from supplementary funds). The share of UNICEF programme resources for health remains the largest (40 per cent), and increased both numerically and proportionately. Expenditure for Africa rose steadily to $170 million (34 per cent) in 1989.

3. Increasingly, UNICEF country offices have become involved in adjustment-related activities, as the tremendous social costs of adjustment programmes and the economic set-backs of the 1980s have placed the heaviest burden on the poor and vulnerable in many countries. UNICEF has played a major role in providing information on and raising awareness of the social costs of adjustment. At the international level, UNICEF is active in the dialogue between the World Bank and the Economic Commission for Africa (ECA) on the African alternative adjustment programme. UNICEF is also playing an active role in several inter-agency groups in an effort to co-ordinate agency activities for addressing adjustment-related issues.

4. Despite the costs of adjustment, significant child survival and development (CSD) gains were made in 1989. Provisional reports indicate that 42 countries, 8 more than in 1988, have achieved the universal child immunization (UCI) goal of 80 per cent coverage of all antigens for children by their first birthday. The rise in immunization coverage has prevented an estimated 2 million infant and child deaths during the past year, although measles, pertussis and neonatal tetanus still cause 2.8 million deaths annually.

5. Some 112 countries now have operational control of diarrhoeal diseases (CDD) programmes, covering an estimated 99 per cent of the total population in developing countries. UNICEF offices in every country are involved in some way with these national programmes. UNICEF also continued programmes for acute respiratory infections (ARI), acquired immunodeficiency syndrome (AIDS), Guinea worm disease and primary health care (PHC). Major efforts in 1989 were also directed to a systematic situation analysis regarding disabled children.

6. UNICEF support for basic services was strong in 1989, and included programmes in nutrition and food security, water supply and sanitation, the environment, women in development, urban concerns, children in especially difficult circumstances, emergency relief and rehabilitation activities and basic education. In 1989, the Executive Board endorsed the renewed focus of UNICEF on basic education and the

World Conference on Education for All. Overall programme co-operation in education remained modest, however, with only 6 per cent of programme expenditure for education activities.

7. Social mobilization and communications applications have continued to grow, and programme assessments have shown that carefully planned and implemented mobilization and communications activities play a major role in the achievement of programme objectives. The Facts for Life initiative is being integrated into country programme activities in every region, while both field offices and the Programme Division at headquarters have produced studies on a wide variety of issues. Monitoring and evaluation received considerable attention, as over 320 evaluations were completed from October 1988 to September 1989. As requested by the Executive Board, UNICEF pursued its contacts with Governments, banks and financial institutions in an effort to provide debt relief and to mobilize increased resources for children.

8. In the general area of operations, staff training intensified as 1988 was declared the "Year of Self Learning" at UNICEF, and kept pace with future training needs owing to evolving goals and strategies of the organization. In 1989, new training packages were developed on subjects including the Bamako Initiative, CDD and nutrition. The UNICEF budget manual was updated and revised, new budget computer systems were rewritten or designed and budget estimates were prepared for the World Summit for Children and related mobilization activities (E/ICEF/1989/AB/L.15).

9. Total income was $659 million in 1989, compared with $638 million as estimated in the medium-term plan for the period 1988-1992 (E/ICEF/1989/3). Contributions for emergencies in 1989 were $56 million, including $6 million for Afghanistan, $5 million each for the Islamic Republic of Iran and Iraq, $7 million for Mozambique and $17 million for the Sudan.

10. In 1989, the UNICEF supply operation, which accounts for some 50 per cent of the dollar value of programme assistance, further evolved procedures and systems to ensure a timely response to programme requirements. Information resource management was improved, and progress was made in the operation of the central financial system.

11. A major element of UNICEF external relations activities in 1989 involved the promotion of the Convention on the Rights of the Child, which was adopted by the United Nations General Assembly on 20 November 1989. The Convention will remain a major area of information and public affairs support for UNICEF in 1990 as attention shifts to ensuring its ratification and subsequent implementation at the national level.

12. Inter-agency collaboration was another important aspect of external relations, and in 1989 UNICEF collaborated with a widening range of partners, including many sister agencies in the United Nations system, to focus attention on development issues related to children. In collaboration with its United Nations partners, UNICEF pursued its concern about the impact of adjustment programmes on children. In partnership with the World Health Organization (WHO), the United Nations

Development Programme (UNDP), the World Bank and the Rockefeller Foundation, UNICEF played an active role in the Task Force for Child Survival, which organized a meeting at Bangkok in March 1990 to provide support for the final push to reach the UCI goal.

13. Other external relations activities included the launch of the State of the World's Children report, strengthened collaboration between the secretariat and National Committees for UNICEF and expanded co-operation with non-governmental organizations (NGOs), parliamentarians and religious leaders. Public advocacy by individuals, such as Goodwill Ambassador Audrey Hepburn, drew attention to UNICEF activities, which benefited from increased media coverage.

II. MEDIUM-TERM PLAN FOR THE PERIOD 1990-1993 (E/ICEF/1990/3)

14. The medium-term plan for the period 1990-1993 is a substantive revision of the 1988-1992 plan and was prepared in the context of the goals and strategies for children in the 1990s and of foreseeable socio-economic trends. (In contrast to previous medium-term plans, which were nominally labeled five-year plans and encompassed the previous year, the current year and the upcoming three years, the 1990-1993 plan is a four-year plan, as the previous year cannot properly be considered the object of planning.) In each substantive area of the plan, which comprises six major sections as summarized below, an effort has been made to identify those factors that will be essential to the successful realization of the goals of the decade.

15. Seven major goals have been identified to guide UNICEF planning in the 1990s:

(a) Between 1990 and the year 2000, reduction of the infant mortality rate and the under-five mortality rate (U5MR) in all countries by one third, or to 50 to 70 per 1,000 live births, whichever is less;

(b) Between 1990 and the year 2000, reduction of the maternal mortality rate (MMR) by one third;

(c) Between 1990 and the year 2000, reduction of malnutrition among children under five years of age by half;

(d) Universal access to safe drinking water and to sanitary means of excreta disposal;

(e) By the year 2000, universal access to basic education and completion of primary education by at least 80 per cent of primary-school-age children;

(f) Reduction of the adult illiteracy rate (the appropriate age-group to be determined in each country) to at least half its 1990 level, with an emphasis on female literacy;

(g) Improved protection of children in especially difficult circumstances.

A. Major programme areas

16. At the operational level, many programmes are multisectoral, but for purposes of planning and analysis, specific activities in support of CSD are separated into the following major programme areas:

(a) Child health. Disease surveillance and outbreak control will receive higher priority during the plan period. The CDD programme will be progressively integrated with other maternal and child health (MCH) activities, including water supply and environmental sanitation. Action will be taken to revive, strengthen and expand MCH services, focusing intitially on Africa within the context of PHC through the Bamako Initiative;

(b) Maternal health. During the plan period, it is proposed to revamp, intensify and accelerate the entire strategy and programmatic interventions for reducing MMR by one third in developing countries during the coming decade. The training or retraining of traditional birth attendants (TBAs) will be improved. Emphasis will be placed on promoting the understanding of child spacing, adolescent sexuality and the health risks associated with child-bearing. UNICEF will support the integration of health and nutrition interventions at health centre and community levels;

(c) Nutrition. Accelerated preventive programmes will be aimed at ensuring adequate food security, accessible health services, a healthy environment and proper child care. Activities will include national surveillance, community-based growth monitoring and household-level monitoring and counselling;

(d) Safe water supply and environmental sanitation. UNICEF will continue to work closely with WHO, UNDP and the World Bank towards the water and sanitation goals for the year 2000. Renewed efforts will be made to advocate with Governments, large multilateral and bilateral donors and lending agencies for increased resources. The goal of eliminating Guinea worm disease by 1995 will require major action during this period, particularly in the areas of clean water supply and health education;

(e) Basic education. With the momentum generated by the World Conference on Education for All, this will become a major programme thrust for UNICEF. The amount and percentage of UNICEF resources devoted to formal, non-formal and informal education will increase significantly during this period;

(f) Children in especially difficult circumstances. The main elements of the programme include situation analyses, advocacy and the provision of services, primarily in co-operation with NGOs; collaborative work among Governments, NGOs and community groups; and review, revision and/or the introduction of policy and legislative measures for the protection of children in especially difficult circumstances;

(g) The empowerment of women. Priority will be given to accelerating UNICEF involvement in the formulation and application of policies favouring women and girls through increased advocacy, social mobilization efforts and targetted

programme interventions. The emphasis in all programmes will be on reducing gender disparities, improving women's access to basic services and development resources, including credit, and increasing their participation in decision-making, planning and management of programmes at all levels;

(h) Area-based programmes. UNICEF will continue to support such approaches wherever they have a clear potential for sustainable, large-scale expansion and for reaching the unreached. Basic services to alleviate the plight of the urban poor will continue to receive attention and support;

(i) Emergency assistance. UNICEF will continue to respond to emergencies in a timely and efficient manner, and will expand support to Governments in emergency preparedness and preparation. Collaboration with the United Nations system will be strengthened. The largest proportion of resources expended by UNICEF on emergencies comes from special appeals, and it is anticipated that this will continue to be the case.

B. Strategic priorities

17. Strategies for achieving the goals adopted will differ in each country and will be developed as part of the country programming process. Nevertheless, strategies supported by UNICEF will generally have common characteristics. They should build sustainable infrastructure; encompass many partners - governmental, intergovernmental, non-governmental and community; have the capacity to respond to unexpected positive or negative side effects; and aim to achieve long-range institutional change while having a positive, short-term effect on children.

18. Priorities detailed in the plan include going to scale; reaching the unreached and disparity reduction; community participation; advocacy and social mobilization; development with a human face; inclusion of an environmental component in UNICEF activities; sustainability and national capacity-building; cost-effectiveness; situation analysis, monitoring and evaluation; and inter-agency co-operation.

C. Regional strategies

19. The UNICEF approach to planning is country-specific, and regional strategies are a distillation of country strategies that appear to be characteristic of a particular region. The plan discusses in detail the regional strategies under way in the Africa, Americas and the Caribbean, Asia and Middle East and North Africa regions, as well as activities in industrialized countries.

Africa

20. In Africa, most countries have endorsed the basic tenets of the global goals and strategies for children in the 1990s, but specific priorities and targets for each country will have to reflect local situations and capabilities. Countries where peace and stability prevail will have a greater chance of attaining many of the goals, provided the external resources needed to complement revitalized local

efforts become available. In conflict-ridden countries, significant progress towards the attainment of these goals is unlikely during 1990-1993 unless real peace can be achieved, followed by increased external assistance.

21. All African countries are devoting major efforts and resources to strengthening the expanded programme of immunization (EPI). The major increases recorded over the last year will need to be redoubled, however, in order to reach UCI by 1990. Maternal health is now gaining greater attention in MCH programmes, and safe motherhood is now situated in the broader context of women's health. UNICEF will place greater emphasis on improving country situation analyses of current PHC policies and strategies, including health care financing and community participation, with a view to revitalizing and expanding PHC in Africa.

22. Other UNICEF programmes in Africa discussed in the plan include malaria control, water supply and sanitation, malnutrition among the urban and rural poor, basic education, women in development and AIDS-related projects.

23. The plan also discusses UNICEF involvement in advocating adjustment with a human face in Africa. Many countries in the region have redefined economic policies and have initiated reforms backed by the International Monetary Fund (IMF), the World Bank and the African Development Bank. While there is an increasing trend to take into account the social cost of adjustment, the most vulnerable groups still suffer disproportionately. Increased UNICEF involvement in the World Bank consultative group and UNDP round-table mechanisms will help to broaden the adjustment process and emphasize the human dimension in development planning.

Americas and the Caribbean

24. Most of the Governments in the region have endorsed the global goals for children in the 1990s, but attaining them is contingent upon the drastic reduction of present poverty levels and an early solution to the external debt problem. Strategies, programmes and projects that favour disparity reduction and contribute to reducing the absolute number and proportion of children living in critical poverty will be given priority.

25. A number of countries in the region fall into the general category of higher-income developing countries, and programme resources available for countries in this category are quite limited. UNICEF co-operation will focus on a few selected goals and will concentrate on policy analysis and advocacy directed at achieving a more efficient and effective use of organizational and international resources. Many of these countries, however, have experienced severe economic recessions and are unable to maintain the levels of services previously provided. The Special Adjustment Facility for Latin America and the Caribbean (SAFLAC) will continue to be a modest but important resource for overcoming some of the constraints to implementation of the medium-term plan in the region.

26. In the field of health, the plan will emphasize the reduction of U5MR and MMR, while consolidating UCI. These goals include the eradication of the wild polio virus by the end of 1990, acceleration of oral rehydration therapy (ORT)

activities, the promotion of measures both to prevent and to treat ARI and maternal health issues. As countries look beyond survival to improving their quality of life, UNICEF will support the continued search for more low-cost programme alternatives and the expansion and scaling-up of community/family-based interventions that have proven successful.

27. The nutritional status of children and women, basic education and literacy and the situation of children in especially difficult circumstances are also discussed in the plan. At the regional level, increased emphasis will be placed on activities such as strengthening situation analyses and collecting and analysing data on women's needs. Intensive fund-raising efforts will be undertaken to obtain increased supplementary funding for programmes in the region.

Asia

28. The children of Asia live in two different zones of development. In large areas of southern Asia and in some pockets of south-eastern Asia, infant and child mortality remain high, while economic, cultural and social factors create difficult situations for large numbers of women and children living in extreme poverty. For many countries in eastern and south-eastern Asia, China, the Pacific and parts of southern Asia, however, the focus in the 1990s will be on eliminating the remaining "pockets" of high mortality on the one hand, and on improving the protection and development of children on the other.

29. Progress towards UCI has been substantial in most Asian countries. While a few countries still require major mobilization and planning efforts, most have either achieved coverage targets or will do so before the end of 1990. Diarrhoeal diseases continue to be a major cause of morbidity and mortality. Most ARI programmes are still in the early stages of development, and there is a need for the reduction of malaria. AIDS is a growing threat in several countries of the region, while poor maternal health and mortality remain major problems in many, if not most, Asian countries. Access to safe water remains an unrealized goal for many families in Asia.

30. The plan includes targets that are likely for the coming decade in different parts of the region. Strategy consultations and the review of UNICEF experience in south Asia in the 1980s have indicated that most of the major UNICEF goals for child survival, development and protection can be achieved by many countries in the region. There are nine main strategic goals to be adopted in this subregion, including assisting countries to eradicate or dramatically reduce vaccine-preventable diseases; promoting a holistic approach to safe motherhood and child health; and advocating for and supporting universal access to safe drinking water and education for girls.

31. China, the most populous country in the region and the world, is well on the way to achieving most of the global goals for children, with the exception of universal access to basic sanitation. UNICEF action during this period will be concentrated in three main areas: advocacy and education focused on promoting human development and specific child needs in the national development agenda;

raising the level of understanding and support for sustainable development; and selective involvement in activities that help to create the general pre-conditions for child-specific activities.

32. As the countries of Asia and the Pacific continue to develop their systems, institutions and programmes for children, the character of UNICEF support will change. UNICEF will need to increase its capability for advocacy, social analysis, social communications and programme planning, as well as to strengthen its ability to co-operate with the region's strong human resource base.

Middle East and North Africa

33. Governments in the region are committed to child survival interventions and have grown adept at setting targets and implementing strategies to reach their objectives. By 1993, the regional average for infant mortality is expected to have fallen below 50 per 1,000 live births and that for child mortality below 70 per 1,000 live births. Governments are scheduled to take over most UCI programmes by 1993, leaving only the Sudan and perhaps Democratic Yemen still requiring UNICEF support for basic EPI delivery services. Many countries have set immunization goals for 1993 that advance far beyond UCI by 1990.

34. Reducing deaths from dehydration will move to the top of the child survival agenda during the plan period, as will concerns for the survival, welfare and development of the girl child. Efforts to measure maternal mortality accurately will be encouraged in all countries in the region, and children in especially difficult circumstances will be a focus for many country programmes through 1993.

35. UNICEF general resources are modest for all countries of the region except Democratic Yemen, the Sudan, Turkey and Yemen. However, supplementary funding enables UNICEF to increase programme support in many countries. UNICEF intends to strengthen its support for supplementary-funded projects among Gulf countries, in particular, during the 1990-1993 period. More attention will be paid to strengthening the technical advisory role that UNICEF can play in co-operation with agencies such as the Arab Council for Childhood and Development.

Industrialized countries

36. While funds raised by UNICEF in industrialized countries will continue to be allocated exclusively for developing countries, UNICEF advocacy will encompass approaches that are applicable in both industrialized and developing countries.

37. The development of global solidarity for children is at the core of the organization's evolving role in industrialized countries, with National Committees as partners. Through its involvement in development education, UNICEF seeks to highlight the interdependence of industrialized and developing countries.

D. External relations strategies

38. From an external relations viewpoint, the critical factors for achieving the goals for the 1990s may be grouped into three categories:

(a) Issues on the general international agenda, including increased resource flows to developing countries; significant debt relief for developing countries; the promotion of economic adjustment policies that safeguard the well-being of poor and vulnerable groups; and further mobilization of world opinion on the environment;

(b) Factors on the international agenda for children, including generating increased public awareness of, and support for, issues affecting children;

(c) Factors on the UNICEF agenda, including strengthened UNICEF capacity for advocacy that will lead to enhanced programmes for children.

39. The External Relations Committee will be a fundamental tool for co-ordinating external relations strategies and policy issues involving advocacy, fund-raising and development education. UNICEF external relations activities include information and development education; public affairs; programme funding, including the fund-raising activities of National Committees; and the Greeting Card Operation (GCO).

E. Operational strategies

40. In the area of human resources planning and personnel management, the plan discusses criteria for recruiting staff during the plan period. Among the operational implications for the goals of children in the 1990s is the need for UNICEF to strengthen its core staff capacity. The Executive Director is proposing an increase of 50 core posts (those financed from general resources) over the plan period: 20 international Professional, 15 national Professional and 15 General Service. The additional core posts will be distributed based on a thorough review of all UNICEF offices within the context of the 1992-1993 budget exercise.

41. The secretariat proposes to undertake a comprehensive review of the levels of UNICEF representatives in the context of the forthcoming biennial budget exercise for 1992-1993. A preliminary analysis indicates that approximately 10 representative posts will need to be upgraded in the next budget biennium. The efficiency and effectiveness of the offices concerned will be crucial in reaching many of the ambitious goals for children and development in the 1990s.

42. The organization's commitment to increasing the number of women professionals to one third by December 1990 is also discussed in the plan, as are staff training, information management, supplies and internal audit procedures.

F. Financial strategy and planning

43. The plan describes the UNICEF procedure for allocating programme resources among countries. According to criteria established in 1983, a weighting system is used so that allocations are highest in countries with the lowest gross national product (GNP) per capita and the highest IMR, and decrease on a sliding scale as GNP per capita rises and IMR decreases.

44. At the request of the Executive Board, the Executive Director has reviewed the criteria by which resources are allocated. It became clear that any reasonable change in the current weighting system would result in only minimal increases for those countries undergoing severe economic crisis and that other measures would be more effective in responding to special needs.

45. In reviewing the criteria, the Executive Director was mindful that the 1983 Executive Board had called for greater responsiveness to countries in special difficulties. Such responsiveness has been shown by the use of measures such as the creation of SAFLAC in the special case of Latin America and the Caribbean. The situation of higher-income developing countries that had been dropped from normal general resources allocation has been reviewed, and adjustments are being made in the case of those whose economic situation has deteriorated substantially in recent years.

46. The financial plan is a framework of projections which, to satisfy the specific financial requirements of UNICEF, has four main purposes:

(a) To estimate future income, including general resources and supplementary funding;

(b) To plan affordable levels of general resources programme expenditures;

(c) To plan the budgetary estimates necessary to support programme expenditures;

(d) To ensure sufficient liquidity.

47. The major objective of the plan is to enable the Executive Board to review the previous year's financial plan as well as UNICEF updated income projections. The plan provides the Board with a basis for determining the total level of programme submissions that should be prepared for the 1991 session.

48. General resources income projected for 1990 is $479 million, and it is expected to increase t ereafter at an average annual rate of 6.5 per cent, reaching $579 million in 1992.

49. Income from supplementary funds is received for programmes/projects, as well as for emergency relief and rehabilitation. Projections of non-emergency contributions for 1990 are $202 million. For the years 1991-1993, non-emergency contributions are expected to increase at a rate of 6.1 per cent per year. Emergency donations are expected to be $40 million per year for 1990-1993.

50. Future general resources programme expenditures proposed to the 1990 Executive Board amount to $225 million, consisting of programme recommendations summarized in the programme "round-up" document (E/ICEF/1990/P/L.1).

51. The plan provides for the preparation of $585 million of general resources programme expenditures to be submitted for approval to the 1991 Executive Board. Total programme expenditures for the period 1990-1993 are assumed to grow at the rate of 5.9 per cent per annum. Actual expenditures will depend on achieving the level of contributions expected in this plan.

52. The plan also discusses projected budget expenditures. Because of mandatory increases in staff costs and general operating costs for field offices, it is anticipated that the Executive Director will request a supplementary budget for the 1990-1991 biennium, with a planned increase of approximately $15 million.

53. Considering the latest income projections and estimated programme expenditures, the Executive Director has taken the position that some increases beyond mandatory adjustments and normal inflation are necessary for the 1992-1993 biennium. These increases reflect new programme and operational priorities for the 1990s as well as the need to address the growing overload problem at headquarters.

54. The plan concludes with a recommendation by the Executive Director that the Executive Board endorse the programme objectives for the organization as described in the plan. The Board would also approve the medium-term plan as a framework of projections for 1990-1993, including the preparation of up to $585 million in programme expenditures from general resources to be submitted to the 1991 Executive Board. That amount is subject to the availability of resources and to the condition that estimates of income and expenditure made in the plan continue to be valid.

III. PROGRESS REPORT ON ACHIEVEMENTS MADE IN THE IMPLEMENTATION OF UNICEF POLICY ON WOMEN AND DEVELOPMENT (E/ICEF/1990/L.1)

55. This report reviews progress made and summarizes experiences in the implementation of the UNICEF policy on women in development approved by the UNICEF Executive Board in 1987 and reaffirmed in 1988.

56. The ultimate goal of the UNICEF policy on women in development is the full, effective and equitable participation of women in the development process. It is within this context that different country programmes have been responding to the concerns of girls and women. The review of ongoing country activities and new programmes shows increasing sensitivity to the policy guidelines and strategy. Their application in individual countries has been influenced by factors such as the particular situation of women, varying socio-cultural traditions and legal norms.

57. The report highlights some of the diverse strategies and responses in the programme process and regional contexts. Some programme objectives have targetted particular groups such as pregnant adolescents, school drop-outs, female-headed

households or women farmers. Many countries have utilized the area-based approach to target poor women and enhance their participation. Various countries have strengthened the training of TBAs, midwives and village health workers in safe motherhood programmes within the context of MCH/PHC. In all UNICEF regions, the monitoring and evaluation of women-specific projects have been undertaken and the results have been utilized to improve project implementation.

58. An important development in 1988-1989 was the emergence of the girl child as the centre of focused attention in both the south Asia and Middle East and North Africa regions, where UNICEF staff and government counterparts held regional meetings in 1989 to discuss approaches to the concerns of the girl child in general advocacy and innovative programme actions. Proposed actions include improving the knowledge and statistical base through situation analyses and specialized research on socio-cultural attitudes and practices, national policies and legislation.

59. Despite the variety of applications of the policy, the major approach being pursued is the support of women-specific projects, many of which remain small in scale and traditional in scope. Their relative isolation from mainstream development processes raises serious questions about their impact and sustainability.

60. The following are some of the issues highlighted as requiring specific attention:

(a) The collection of gender differentiated data, wherever possible, on the participation of women in health, nutrition, education and water and sanitation programmes;

(b) The promotion of the interests of the girl child and adolescent girls in health, nutrition, education (and employment/income generation in the case of the adolescents) programmes in all regions;

(c) The training of country programme officers and focal points for women's development programmes at country and regional levels to facilitate the accelerated implementation of the UNICEF policy on women.

IV. SPECIAL ADJUSTMENT FACILITY FOR LATIN AMERICA AND THE CARIBBEAN (E/ICEF/1990/L.2)

61. This policy review discusses the operation of SAFLAC and the criteria for the allocation of funds. It analyses the deteriorating economic conditions and their effects on children and women. The report also views the UNICEF response to the situation, including efforts to help Governments satisfy the basic needs of millions of poor women and children through adjustment with a human face, social mobilization and institutional growth.

62. SAFLAC allocations by types of activities are listed in annex I to document E/ICEF/1990/L.2, while annex II contains a summary of SAFLAC funding proposals for 12 countries (Argentina, Brazil, Chile, Cuba, Ecuador, Guyana, Jamaica, Mexico, Paraguay, Peru, Uruguay and Venezuela).

63. Because of the region's difficult economic and social circumstances in the 1980s and the fact that the restoration of economic growth in the 1990s is unlikely, UNICEF is making serious efforts to help Governments satisfy the basic needs of the millions of children and women living in poverty. During the 1980s, UNICEF launched two strategic initiatives - "adjustment with a human face" and the mobilization of important groups within Governments and the general public. SAFLAC was established by the Executive Board in 1988 to help the countries cope with the social deterioration resulting from the economic crisis.

64. During the first 18 months of operation, projects totaling $5.7 million were approved for funding advocacy, institution-building and service delivery in the 12 countries mentioned above. After 18 months of implementation, only minor operational issues have emerged, but the report states that there should none the less be a conscious effort to present timely qualitative and quantitative reports, and in some cases, better quality proposals, thus facilitating the review and approval process. Some streamlining of procedures may also be required.

65. After detailing the projects under way in each of the 12 countries, the report concludes that SAFLAC should not be viewed solely as a resource for the "lost decade" of the 1980s. Low-income children and women of the region can benefit from it into the 1990s, since the economic conditions which prompted the creation of the Facility are likely to continue. SAFLAC is flexible and accessible to all Latin American and Caribbean countries, particularly those with a low general resources ceiling or no general resources allocation at all. In addition, the level of implementation of SAFLAC-funded proposals is high, and it was demonstrated in almost all proposals that SAFLAC can mobilize other resources.

66. Given the scope for future action and the challenges facing UNICEF during the next decade, it is clear that a modest increase in financial resources for SAFLAC is required and should be continued for the next decade. SAFLAC is an important tool that enables UNICEF to respond creatively to new opportunities and to help countries design social policy and define strategies and programmes to mitigate the socio-economic deterioration. By avoiding greater social deterioration and making social investments feasible during the critical period of the economic crisis, a high rate of social returns is being achieved with SAFLAC.

V. REVITALIZING PRIMARY HEALTH CARE/MATERNAL AND CHILD HEALTH: THE BAMAKO INITIATIVE - PROGRESS REPORT (E/ICEF/1990/L.3)

67. This report describes the progress made with preparatory activities and individual country programmes for implementing the Bamako Initiative, and continues the analysis of constraints and operational issues that have arisen during the implementation period. It describes the activities that UNICEF and WHO have undertaken at the country level in assisting Governments to revitalize PHC, paying special attention to the poorest and most vulnerable groups, especially women and children.

68. In 1989, UNICEF continued to mobilize political leadership at the country level and to promote the principles of the Initiative in appropriate regional and

international forums. In individual countries, work has focused on increasing awareness of the need to revitalize PHC, based on national adaptations of the guiding principles. National PHC committees have been the principal partners in these promotional activities. The nature and degree of community involvement varies from country to country, depending on whether local communities have a history of participation in development efforts.

69. A key issue has been the need to rehabilitate the network of peripheral MCH/PHC health centres and posts. The development of PHC under the Initiative emphasizes national capacity-building, starting with the formation of intersectoral national- and district-level task forces. Initial contacts have already been established with the International Child Development Centre at Florence, Italy, to organize seminars on effective strategies for linking capacity-building activities in support of CSD to the Bamako Initiative.

70. An important feature in the development of the Initiative is a clear strategy for increasing the exchange of knowledge and skills among African health experts. In addition, as a result of inter-country collaboration, it is now understood that the success of the Initiative will depend on the gradual and systematic introduction of new activities, while increasing local-level capacity for operational planning, micro-planning and monitoring.

71. Work so far has necessarily emphasized the rehabilitation of existing services, mainly at the subdistrict level, but the issue still to be addressed is how to extend services to the unreached. This equity issue is probably the most critical aspect of the Bamako Initiative since the resources to extend services, in terms of both infrastructure and human resources, do not exist in most countries. Geographical extension of services will require major advocacy efforts to secure additional funds for investments and operating costs from national, local and other sources.

72. The management of funds, generated at the local level through fees charged to community members, remains an area of concern. Only a few countries have developed policies on the management of these resources, and in some places, funds are accumulating or are being spent, based on budgets established by community committees. Foreign exchange problems and inflation also affect the replenishment of the drug supply. Finally, improving the management of drugs and supplies is a focus in many countries, and involves issues such as storage and distribution, the rational use of drugs and increasing local production.

73. Collaboration between UNICEF, WHO and other agencies such as the World Bank is one of several management issues discussed in the report. UNICEF has also participated in several technical meetings and has developed a staff training package that contains modules on PHC, strengthening district-level health services, health sector financing, essential drugs and community participation.

74. With regard to actual country experience, countries in Africa can be grouped into three categories based on their implementation of the Bamako Initiative. The first group includes six countries that have already gone beyond demonstration projects to implementation in a number of districts (Benin, Guinea, Kenya, Nigeria,

Sierra Leone and Togo). In the second group, several other countries are already well under way in the preparatory phase of analysis and planning and have received, or are due to receive, an initial grant for these activities. A third group of countries is initiating situation analyses and establishing national committees to co-ordinate action.

75. The preparatory activities for the Bamako Initiative have been funded principally from the global reserve of $12.5 million from general resources, $2 million of which was approved by the 1988 Executive Board and the remaining $10.5 million by the 1989 Executive Board. With regard to supplementary funding proposals, a total of $31,991,000 remains unfunded for Benin, Guinea, Kenya, Nigeria, Sierra Leone and Togo. Should donor support fail to materialize in the near future, the potential loss of continuity and dynamism in these six countries will be a major cause for concern.

VI. THE FUTURE ROLE OF UNICEF EXTERNAL RELATIONS (E/ICEF/1990/L.4)

76. This report was prepared in response to a decision of the 1989 Executive Board decision 89/11 (E/ICEF/1989/12), in which the Board requested that the Executive Director carry out an in-depth analysis and evaluation of UNICEF external relations, policies, functions, guidelines and activities. The subsequent evaluation was an autonomous undertaking under the authority of the Executive Director and involved a small group of UNICEF staff and some outside expertise, as well as consultation with Board members and National Committees. The text of decision 89/11 is contained in annex I to E/ICEF/1990/L.4 and the evaluation itself is contained in annex II.

77. While the evaluation stated that UNICEF is, on the whole, "very effective in its external relations activities", it also points out, and the secretariat agrees, that there is considerable opportunity for improvement and greater effectiveness through better interaction with the field network, National Committees and headquarters. Such improvements would hold considerable potential for enhancing programme delivery through strategic planning, more consultation and better preparation, as well as the opportunity for more integrated management of external relations organization-wide.

78. After defining external relations activities as including advocacy and mobilization, together with governmental and private sector fund-raising, media and information work, public outreach, global development education and the sale of greeting cards and other products, the report also provides definitions of basic terms such as programme delivery, mobilization and advocacy.

79. The report also discusses the present context of UNICEF external relations, citing the 1980s as a decade of change in which UNICEF launched a determined international effort to mobilize resources for the CSD revolution, in addition to focusing on the need for ensuring a "human face" in the process of economic adjustment to the burden of external debt. Because these challenges are much larger than its resources, UNICEF has always sought to act catalytically, convincing others to help tackle the needs of children. This has been the premise

underlying the social mobilization approach of UNICEF, first proved at the country level. At regional and international levels, the mobilizing approach has sought to create a supportive climate for building country-level alliances and constituencies.

80. Regarding the future, the report states that the role of UNICEF external relations, as an integral part of the organization's work, will continue to be to support overall UNICEF objectives through its programmes of co-operation, information, advocacy, public outreach and fund-raising.

81. Seven major goals and a further 25 sector-specific ones have now been identified in the four broad areas of health, nutrition, water supply and sanitation and basic education. The phasing and priorities for implementation of these goals will be a matter for decision based on each country situation. The Convention on the Rights of the Child will provide a broad framework and context for the more specific goals and targets. The strategic principles for implementing those programmes have also been formulated and include advocacy, social mobilization, reaching the unreached, the empowerment of women, community participation, area-based approaches and national capacity-building.

82. The broad process objectives of UNICEF external relations include:

(a) Advocacy, information, and fund-raising efforts - and support for such efforts by others where possible - to improve the situation of children and mothers;

(b) The mobilizing of partners and allies at the international level and support for mobilization efforts at the country level through advocacy, information, fund-raising and other efforts;

(c) The building of awareness and mobilizing of support for community participation and reaching the unreached as important objectives both of UNICEF assistance and other co-operation in the development process;

(d) Support for the enhancement of the situation of women through advocacy in international and regional organizations, through specific-purpose fund-raising and support for the information and communication processes that may empower them;

(e) To argue strongly through international and regional advocacy and information for national capacity-building as a foundation for sustainable and self-reliant development.

83. The report goes on to discuss future work in other areas including policies and guidelines; common values; priorities for the 1990s, such as strengthening advocacy capacity at every level and strengthening new alliances, which will in turn generate greater public awareness of and support for issues affecting children; marketing; constituency building; and education for development.

84. In the broad area of external relations functions, activities and organizational structure, the report details the functioning and activities of both the field structure and headquarters' divisions. In the field, all regional offices have senior information, communication or external relations staff and

increasingly, all UNICEF staff in these external relations functions are identifying or already playing an important role in the country programme process.

85. Regarding headquarters' divisions, the report discusses the functions and activities and plans and priorities of the Divisions of Information and Public Affairs, the Programme Funding Office and GCO. The roles of the Geneva, Tokyo and Sydney offices are also examined.

86. A section of the report on strategic management mechanisms states that the foremost representative and communicator of UNICEF is the Executive Director, who is assisted in this task by three deputies. The Executive Director will keep the Executive Board informed of the yearly progress of planning and management improvements proposed in the report and of ensuing and envisaged developments through the regular channel of the medium-term plan.

87. Regarding relations with the United Nations system, a separate report will be placed before the 1990 Executive Board (E/ICEF/1990/L.8) (see paras. 110-117 below). As described in detail in that paper, UNICEF works actively with a full range of inter-agency mechanisms, and there are a corresponding number of mechanisms at the country level.

88. The strategic management of external relations will be handled through the External Relations Committee, which now meets regularly to review and formulate external relations policy and undertake joint planning, task sharing and co-ordination. A smaller and more informal group also meets regularly between meetings of the Committee. As recommended by the evaluation, an external relations manual will be prepared, following the format of the other existing UNICEF manuals.

89. Because the integrity of the country programme process remains the fundamental organizing principle of UNICEF work world-wide, one role of external relations divisions is to support work at the country level. Secretariat experience in working at the country level, however, has been greater in the developing world than in the industrialized world. The relationship with nations in the industrialized world has been based on mobilizing support and raising funds, for the most part through National Committees. But the secretariat has devoted relatively few staff to support for National Committees per se. As the coherence of secretariat relations with the Committees has been affected by this approach, the evaluation called for more integrated management of external relations vis-à-vis National Committees.

90. The Executive Director believes that co-ordination will be better managed on the basis of improved process and that there is no reason to interfere with existing day-to-day bilateral relations. The improvement proposed by the secretariat is to take the "country approach" as a framework for planning and action, with the well-defined and proven process followed by UNICEF in the development of every country programme of assistance and co-operation. The purpose of the country approach is to co-ordinate all UNICEF activities within a given country - whether with the Government, the National Committee or other institutions. The External Relations Group is jointly responsible for developing the country approach in co-operation with the respective National Committees, with the Programme Funding Office currently designated as the secretariat focal point.

91. The country approach would be entirely voluntary and would be undertaken for the time being on a case-by-case basis by all concerned headquarters' divisions so that experience could be gained using available staff resources. The secretariat and the participating Committee would each designate staff with expertise in the relevant areas to examine the possibilities for strengthened support and collaboration. If resources were available to implement it fully, the country approach would substantially improve the reciprocal relationship between the secretariat and National Committees.

92. Other aspects of the country approach are also outlined, including review of Recognition Agreements, co-ordination with NGOs, support to field offices, headquarters and field integration monitoring and evaluation; staff rotation and training opportunities that will allow programme and external relations staff to develop mutually supportive skills.

93. The Executive Director proposes to address the financial and budgetary implications of the improved functioning of UNICEF external relations within the current approved biennial budget for the years 1990-1991. Future implications will be addressed - within necessarily limited available resources - in the context of the next regular biennial budget for 1992-1993.

94. The report concludes with a draft recommendation by the Executive Director that the Executive Board support the broad lines of approach set out in the report; endorse the measures proposed to strengthen linkages between external relations efforts at headquarters and in the field and National Committees, in particular the adoption of the "country approach"; request the Executive Director to address the question of future financial and budgetary implications within the context of the proposed 1992-1993 UNICEF regular budget estimates; and request the Executive Director to report annually to the Board on progress made in implementing the country approach and on other relevant developments in the area of external relations.

VII. DEVELOPMENT GOALS AND STRATEGIES FOR CHILDREN: PRIORITIES FOR UNICEF ACTION IN THE 1990s (E/ICEF/1990/L.5)

95. This document presents UNICEF proposals for goals and strategies for children and development in the 1990s. The proposals have been derived from an analysis of the experience of the 1980s, recommendations of several recent international commissions conferences and the medium- and long-term plans and perspectives of various United Nations agencies, including UNICEF.

96. The 1990s, which will also be the fourth United Nations development decade, begin with enormous unmet needs of children. The interlocking problems of the grinding poverty of their families, the degradation of the environment in which they grow and the lack of access to basic knowledge, skills and resources to ensure their survival, development and protection are the major needs of children that must be fulfilled during the decade.

97. The report details the unprecedented opportunities for meeting th se needs, as a result of technological breakthroughs and the communications revolution. Those

opportunities include the potential eradication of diseases such as poliomyelitis, Guinea worm disease, measles, vitamin A deficiency and neonatal tetanus; a significant increase in educational opportunities for 100 million children and 960 million adults; and access to clean drinking water and safe sanitation for over 1 billion people in the developing world.

98. As the international community begins to formulate goals for the fourth United Nations development decade, there is a growing consensus that human development should take centre stage in development planning for the 1990s. An emphasis on human development would entail using the fulfilment of basic human needs as the most important indicator of development and the building of human capabilities as the essential means. The starting point of an international development strategy that emphasizes human development must be the well-being of children.

99. UNICEF, in consultation with its partners in the United Nations system, proposes a series of major goals for child survival, development and protection to be achieved by the year 2000. These are detailed in the report, as are a number of specific and sectoral goals that are recommended for consideration in all countries. While the goals are considered technically feasible and financially affordable, their achievement will acquire certain strategic actions, which are also outlined in the report. These actions include building the economic base for meeting human goals, which would include debt relief, trade and commodity agreements and increased flows of resources for development.

100. The global goals proposed in the paper need to be considered on a country-by-country basis and translated into national goals. Least developed countries in particular will require internal political commitment and external support if they are to attain the goals for the 1990s. The report also contains sections on the specific needs of low- and middle-income countries, higher-income developing countries, land-locked and small island countries, large developing countries and industrialized countries.

101. The final section discusses key operational strategies for UNICEF, taking into account its own unique mandate, its accumulated experience and its actual and potential comparative advantages. Various programme, external relations and organizational and management strategies are outlined. The report also contains a recommendation of the Executive Director to the Executive Board by which the Board would approve the goals and strategies contained in the report, call upon member States to support them and request that they help to mobilize the necessary financial and political support to achieve them.

VIII. STRATEGY FOR IMPROVED NUTRITION OF CHILDREN AND WOMEN IN DEVELOPING COUNTRIES (E/ICEF/1990/L.6)

102. This strategy, prepared at the request of the 1989 Executive Board (decision 1989/12, E/ICEF/1989/12) and based on previous nutrition-oriented programmes, proposes to reduce and ultimately eliminate malnutrition in developing countries. UNICEF has a responsibility to support countries in this endeavour since it recognizes the global nature of the problem of nutrition and views good nutrition

as a basic human right. Rather than recommending a "standard package" of technical interventions, the strategy describes an approach that identifies efficient actions in particular contexts.

103. Consideration of past experience suggests that a strategy to solve the nutrition problem should be based on a number of factors, which are outlined in the report. Such consideration of past successes and failures has led to the following important conclusion: instead of adopting and trying to implement pre-packaged technical interventions, the most appropriate actions should emerge from the assessment and analysis of the particular context. Regular monitoring at all levels makes the nutrition problem more visible and serves as a mechanism to assess the impact of actions taken.

104. The nutrition goals for the 1990s can be divided into two categories: the control of protein-energy malnutrition, including the reduction of moderate and severe protein-energy malnutrition in children under five years old by 50 per cent and the reduction of low birth weight by 50 per cent; and the control of micronutrient deficiency disorders. These include the reduction of iron deficiency anaemia among women of child-bearing age by 50 per cent; the virtual elimination of iodine deficiency disorders; and the virtual elimination of blindness, morbidity and mortality due to vitamin A deficiency.

105. The overall objective of the strategy is to empower families, communities and Governments to improve the nutrition of women and children on the basis of adequate information and sound analysis. The strategy will initiate new processes and accelerate existing ones at all levels of society in order to mobilize people and resources for improved nutrition. The two most important concepts of the strategy are a method of assessment, analysis and action (the "triple A approach") and a conceptual framework for the analysis of malnutrition in a specific context. The first component describes how information should be used, while the second provides a guide for discerning what information should be collected.

106. The strategy is to be implemented at household/community, district and national levels.

107. Important components of a nutrition strategy described in the report include actions that address the manifestations and immediate causes of malnutrition, such as nutrition rehabilitation, the availability of certain essential drugs, ORT, direct feeding programmes and the distribution of micronutrients. Actions that address the underlying causes of malnutrition include immunization, the expansion and improvement of the PHC delivery system, health and nutrition education, family planning, household food security, improved feeding practices, maternal and child care, environmental sanitation and water supply and literacy and education. The basic causes of malnutrition are to be addressed through improved situation analysis, policy dialogue, advocacy and technology assessment and development.

108. The report concludes with a recommendation that the Executive Board endorse the nutritional goals and strategies described in the paper.

IX. ACUTE RESPIRATORY INFECTIONS (E/ICEF/1990/L.7)

109. This document reviews current UNICEF experience in the control of ARI. Major control strategies are reviewed, highlighting the case management approach and immunization as means of preventing respiratory infections linked to pertussis, measles and diphtheria. A special effort to develop national ARI programmes in three countries (Bolivia, the Gambia and Thailand) in order to learn the modalities of national operational strategies is also described. Lessons learned from those and other country-level experiences are specified, including the need for technically-sound treatment protocols, a phased approach to implementation, the development of effective training and communication strategies and guidelines for the appropriate use of antibiotics. Recommendations emphasize the need for further development of several technical aspects of ARI programmes and for greater attention to issues such as the training and involvement of paraprofessionals in the administration of antibiotics, the identification of risk factors and the promotion of preventive measures. Specific areas for continued UNICEF co-operation at the country level are also suggested.

X. UNICEF AND THE OPERATIONAL ACTIVITIES OF THE UNITED NATIONS SYSTEM: AN UPDATE FOR 1990 (E/ICEF/1990/L.8)

110. This paper responds to the request of the 1989 Executive Board for a report on the implementation of General Assembly resolution 42/196 concerning UNICEF participation in the United Nations operational activities for development (decision 1989/14, E/ICEF/1989/12). It summarizes the background to the present report and discusses some of the major trends in operational activities - both within and outside the United Nations system - in the last year.

111. Recent initiatives in specific sectors are detailed in the report, including health and child survival (co-operation with WHO, the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Population Fund (UNFPA), collaboration on the Bamako Initiative); water supply and sanitation (the World Bank, UNDP, WHO); nutrition (the Sub-Committee on Nutrition of the Administrative Committee on Co-ordination, the Food and Agriculture Organization of the United Nations (FAO), WHO); education (UNDP, UNESCO, the Office of the United Nations High Commissioner for Refugees (UNHCR), the World Conference on Education for All); women's concerns (the Joint Consultative Group on Policy (JCPG), UNFPA, the International Research and Training Institute for the Advancement of Women (INSTRAW)); and environment (JCGP, the United Nations Environmental Programme (UNEP)).

112. Inter-agency mechanisms include the Consultative Committee on Substantive Questions (Operations), which is composed of the executive heads of agencies of the United Nations system and has been chaired by the UNICEF Deputy Executive Director (Programmes) for the last two years. The Committee is now mid-way through the first comprehensive review of the resident co-ordinator system since its establishment over a decade ago. It has decided on a number of measures to strengthen the system, such as ensuring more regular meetings on substantive issues. The UNICEF secretariat welcomes these developments, but they need to be further extended and implemented thoroughly.

113. Another inter-agency mechanism is JCPG, which is composed of UNDP, UNFPA, the World Food Programme (WFP), the International Fund for Agricultural Development (IFAD) and UNICEF. JCPG has a number of sub-groups and working groups on areas such as women and development, collaboration in Africa, harmonization of programme procedures, common premises and services, personnel and training.

114. The report discusses in detail the 1989 triennial review of operational activities by the General Assembly and the Economic and Social Council, as well as General Assembly resolution 44/211, which contains the outcome of the review. A number of the resolution's major recommendations follow the lines along which the Executive Board has led UNICEF in the last decade.

115. The resolution's emphasis on the human dimension in development closely parallels the views expressed by the Executive Board over many years, and the Executive Director plans to actively support the implementations of these directions on a system-wide basis. The resolution also makes a number of wide-ranging recommendations for changes in the United Nations system that are aimed at making the system more country-focused and more responsive at the country level. Since UNICEF has extensive experience within the United Nations system with this recommended approach, it will have a particular responsibility to help support its implementation.

116. Other areas of emphasis in the resolution include the need to shift from a project to a programme approach and improved co-ordination mechanisms, such as the resident co-ordinator system, within the United Nations system. UNICEF experience with the country programme approach has proven to be one of its most valuable assets, and it is of the opinion that the resident co-ordinator system is lacking in clear, strong mandates and mechanisms. UNICEF has made several suggestions as to how this co-ordination mechanism might be strengthened.

117. The report concludes with a recommendation by the Executive Director that the Executive Board adopt a number of conclusions. Among these are suggestions that UNICEF continue: to support actively government efforts to define and achieve long-term development goals and strategies; to support actively efforts to decentralize the United Nations system's operational activities to the country level; to pursue actively improved donor and inter-agency collaboration; to promote increased collaboration in programme processes; to pursue actively its collaboration with its JCGP partners; and to work closely with its partners to support the implementation of General Assembly resolution 44/211 on operational activities.

XI. PROGRESS REPORT ON THE INTERNATIONAL CHILD DEVELOPMENT CENTRE (E/ICEF/1990/L.9)

118. The 1987 UNICEF Executive Board approved the Executive Director's recommendation for the establishment of an International Child Development Centre (often referred to as the "Innocenti Centre") at Florence, Italy, to be funded by supplementary resources. The Government of Italy is financing the operation of the Centre in the amount of approximately $8 million for a three-year period and has

assured UNICEF of its commitment to continue to fund the Centre beyond the initial three-year agreement. The Centre became operational in September 1988, and the first progress report, covering the period through December 1988, was presented to the Executive Board at its 1989 session (E/ICEF/1989/L.9 and Add.1). The present report describes progress during 1989 in organization and management, activities in the four main programme areas and initial work in the area of training.

119. The Centre's basic international staff of seven, the number agreed with the Government of Italy, comprises: a director; a senior personal assistant; a deputy director, charged also with co-ordinating the programme for national capacity-building for CSD and the documentation unit; three senior programme officers, each responsible for one of the major programme areas; and an administrative, finance and personnel officer. The Centre's regular budget also provides for two to three senior fellows. The first fellow, the former Norwegian Ombudsman for Children, began her work at Florence in September 1989. The first Junior Professional Officer, from Somalia, began her assignment in October. Including locally recruited secretarial, documentation and administrative support staff, total personnel numbered 17 at the end of 1989. As anticipated in earlier reports to the Executive Board, the total staff will number about 28 by the end of the first three full years of programme activity, i.e., by September 1991.

120. UNICEF continues to seek to increase and diversify the Centre's supplementary-funded base while avoiding the use of general resources for its operations. Funding for activities requiring resources over and above those contributed by the Government of Italy has been arranged or is being negotiated from several sources. The Government of Finland has contributed approximately $1 million for the initial two-year phase of work in Kenya and Uganda on the programme for national capacity-building (E/ICEF/1987/P/L.32), and additional requests are under consideration. It is also anticipated that the Government of Japan will fund several activities at the Centre, including capacity-building in Africa and the economics policy programme.

121. The report to the 1990 session of the Executive Board includes the initial progress achieved in each of the four programme areas: national capacity-building for CSD; economic policies and mobilization of resources for children; the rights of the child; and the needs of the urban child and family. Reference is made especially to capacity-building efforts in Kenya and Uganda and to approximately 30 case studies and policy analyses that are under way in the other three areas. The report also covers the first Global Innocenti Seminar on the subject of early childhood development and outlines plans for the second, on participatory development processes linked to the goals for children for the 1990s.

122. The initial allocation of resources for the Centre is expected to be fully committed by the end of the third full year of operations. Accordingly, a proposal will be presented to the Executive Board at its 1991 session for the continuation of the work of the Centre, to be funded largely by additional supplementary funding from the Government of Italy.

XII. SAFE MOTHERHOOD (E/ICEF/1990/L.13)

123. This paper reviews the nature, magnitude, geographical distribution and regional characteristics of maternal mortality. It analyses the major causes of, and current actions to reduce maternal mortality. The report also examines the steps to be taken in order to achieve the goal of the safe motherhood initiative, i.e., halving the maternal deaths of 1980 by the year 2000, as endorsed by the Executive Board.

124. It is estimated that at least 500,000 women die each year from causes related to pregnancy and childbirth, most of whom are in developing countries. While ultimately due to such factors as access to health services, parity and the socio-economic status of women, the direct causes of maternal mortality in developing countries today are haemorrhage, infection, toxaemia, obstructed labour and complications following unsafe abortions. The means exist to overcome those complications (antiobiotics, caesarian section, transfusions, drugs, etc.), but gaining access to them remains a challenge for millions of women.

125. The principal programmatic responses necessary to reduce maternal deaths, in which UNICEF has been involved to varying degrees, are discussed in the report. These include providing pre-natal care, adequate delivery and post-natal services, improving women's health and nutrition, improving child spacing and family planning, as well as the overall status of women, and reducing the transmission of human immunodeficiency virus to women.

126. UNICEF has been involved in almost all of the programmatic activities described in the report since the 1950s and 1960s. For example, UNICEF has always been the principal supporter of TBA training world-wide, and it remains a major supporter of programmes for improving maternal health and nutrition, as well as pre-natal and post-natal care within the context of MCH services. UNICEF has also worked with WHO in protecting, promoting and supporting breast-feeding. WHO and UNFPA are the principal partners of UNICEF for activities under the safe motherhood initiative.

127. Further UNICEF actions are outlined in the paper, and include participation in the WHO Task Force on Appropriate Perinatal and MCH Technology. At the field level, UNICEF works closely with WHO, UNFPA, the World Bank and bilateral agencies on the reduction of maternal mortality and the safe motherhood initiative. In order to contribute to the safe motherhood initiative, it is suggested that UNICEF support a series of specific activities involving the various programmatic responses listed above.

128. The report also contains the Executive Director's recommendation that the Executive Board endorse the concept of safe motherhood as a means of achieving the goal of halving the maternal deaths of 1980 by the year 2000, and the operational activities outlined in the report, including co-operation with WHO, UNFPA, UNDP, the World Bank and other agencies and organizations.